SURVEY MIDMONTHLY

MARCH 1945

BABIES ON THE MARKET

Maud Morlock

TRAINING FOR PRACTICE

John A. Reimers

FACTS AND FANTASIES

Elbert L. Hooker

PUBLISHED BY
SURVEY ASSOCIATES

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SURVEY MIDMONTHLY

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VOL. LXXXI, NO. 3 JOURNAL OF SOCIAL WORK MARCH 1945

Put upon for years by "expert" social work interpreters, a caseworker friend of ours had developed a very bad case of "terminology neurosis." Complete cure came recently, at a prosperous rural social gathering, when from the lips of expert agriculturists she heard fall such phrases as "phosphorous fixation" and "fertilizer response."

GOING UP

January's army venereal disease rate was 45 per 1,000, in contrast to 26 per 1,000 in 1943. While statistical technicalities partly account for the higher rate, a real rise has been under way for a number of months. Explanations include the facts that men have been away from their families for a longer time; the army's discontinuance of punitive measures; general knowledge that rapid treatment is readily available; the human tendency to "let down" when there's good war news. Significant facts are that 40 percent of infections are acquired by men on furlough, with particularly high rates among those on leave from battle areas.

COMMUNITIES TAKE NOTICE

A Cincinnati by-product of *Survey Midmonthly's* membership campaign may turn out to be one of the most important campaign results. This is the birth of an idea that circulation of the *Survey* publications ought to be part of the community's own educational and public relations program. A strong committee, headed by M. Edith Campbell, chairman; Otto W. Davis, secretary; and Thomas J. Kiphart, treasurer; is canvassing a well selected prospect list of 2,000. Professionals are asked to become subscribers—or members; laymen to become members—or subscribers. A few key people are being solicited for contributing memberships in larger amounts. Credit for seeing that systematic coverage among community leaders would increase the *Survey Midmonthly's* local educational usefulness goes to Glenn Wood (see page 92), and Otto Davis (originally appointed joint chairman of the *Midmonthly's* membership campaign in Cincinnati) bolstered by advice and counsel from C. M. Bookman.

Survey Associates believes this idea will catch on. And so we announce with pleasure the addition to our staff of Dorothy Putney, as field representative. With a background in public welfare, advertising, and newspaper work, she will give organizing service to communities desiring to make plans for securing a truly representative *Survey* readership. At the moment she's working in Providence, R. I., with a committee organized by the Council of Social Agencies, under the chairmanship of Rev. Richard P. Morton.

FIGURE WORK

We suspect Elbert Hooker had fun writing "Figures, Fantasies and Facts" (see page 70). Packed full of chuckles—and common sense—his article suggests that statisticians not only need to know how to count, but also what they're counting. As research secretary of the Houston Council of Social Agencies, Mr. Hooker has two projects under way which he thinks may turn up material of general interest—one on delinquency, the other on divorce.

BOSSES' REFLECTION

Chicago Welfare Administration managers probably expected to see a red face or so when they decided to mirror themselves in the eyes of their employes. Perhaps their anticipations were realized, although the 250 employes who anonymously answered twenty-four questions seemed, on the whole, to think their bosses were doing pretty well. At any rate, the experiment in "employe participation" turned up many good ideas that have already been adopted (see page 77).

LION AND LAMB

It looks as though private life insurance interests were finding the Social Security Board a very comfortable bedfellow. Conclusions of two of the country's most influential insurance groups parallel many of the board's own recommendations for congressional action (see page 86).

LEADERSHIP NEEDED

Over 2,500 visitors have dropped in on the New York Veterans Service Center, during the past year, to find out how it operates. They've come from all over the United States, from Canada, China, South America, and elsewhere abroad. Civic clubs, veterans' organizations, chambers of commerce, labor unions, legislators, and at least one governor have been represented in the list. Lewis Bennett, the center's director, points to his flood of visitors as evidence that some national agency is needed to set standards, give advice about organization, operation, technical methods, personnel, and the like. Intake at the New York center is now running about 1,200 per month.

CAMPAIGN NOTES

Late starters in *Survey Midmonthly's* membership campaign were Virginia, under the chairmanship of Leslie C. Foster, executive secretary of the Virginia Tuberculosis Association, and Texas, under T. L. Swander, San Antonio community chest executive. Both states are doing well.

At the instance of James Bamford, chest executive of Reading, Pa., a local foundation appropriated money for forty-two joint subscriptions to *Survey Graphic* and *Survey Midmonthly* to be sent to the

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In March Survey Graphic

"Without a Country"
by Joseph P. Chamberlain

Aladdin's Wonderful Lamp
by Waldemar Kaempffert

Full Employment:
1. A British Plan
by Maxwell S. Stewart
II. An American Bill
by Leon J. Keyserling

What Shall We Do About Germany?
by James T. Shotwell

Statesmen Discover Medical Care
by Michael M. Davis

members of the boards of trustees of the community chest and of the council of social agencies, and to the chest's budget committee. The community chest will renew the subscriptions next year "granting that the *Survey* proves itself of sufficient value to warrant the expense," according to Mr. Bamford.

LABOR SAVING

Hardworking union members don't have much time to ring agency doorbells. So experiments to make it easier for them to find the right agency for the right service when needed, have been one result of closer labor-social work cooperation (see page 91). Watch future *Survey Midmonthly* issues for more comprehensive treatment of this subject.

SIGNS OF THE TIMES

Except in the park services, recreation has never been much regarded as a responsibility for the so-called "higher levels" of government. Significant therefore is the present move for state recreation commissions or departments. Bills calling for permanent state set-ups have been introduced in fourteen state legislatures—several with good chance of passage. Recommended budgets range from $10,000 to $50,000—executives' salaries from $4,000 to 10,000.

INTEGRATED PERSONALITY

As a gardener, John Reimers has had to keep his feet on the ground. As a painter, he knows something about "perspective." As a cabinet maker, he's acquired respect for competent craftsmanship, and as the father of three children, he's quite at home with the American family. All of which, no doubt, helps account for the breadth and discernment of his approach to the complicated—and controversial—problem of training for social work (see "Training for Practice," page 73). Fortunately, his nostalgia for the farm lands of Nebraska, from which he comes, has never quite caught up with his deep interest in teaching social work—at the School of Social Administration of Ohio State University.

BABY SHORTAGE

Currently, more people want to adopt babies than there are babies who need to be adopted. Maud Morlock doesn't like the term "black market," but neither does she like the "independent," even though "well meaning" baby placers who are cutting corners to meet the demand for this precious human commodity (see "Babies on the Market," page 67).

EDITORIAL BONERS

Editors of *Survey Midmonthly* learned last month that the theory of social work cooperation can be carried altogether too far! We did just that when, without so much as "by your leave," we erroneously placed David Danzig, author of "The Man Who Will Come Home," on the staff of the Office of Community War Services. Angry letters testify to the host of his friends who know, just as well as we, that he's the director of program services of the USO. Reasonable explanation—too much concern with the looks of our new format, and too little with its contents.

In these columns last month we referred to Mary W. Housman as a student of the "School of Social Work, George Washington University"—an error on our part. Actually, Mrs. Housman is studying at the George Warren Brown Department of Social Work, Washington University, St. Louis.

CHATTER

The Young Men's Christian Association is engaged in a six months' survey of the relationship of its program to public recreation services. Dr. Helen V. Davis is directing the study. . . . Resolving a long controversy, Community Chests and Councils, Inc., has officially adopted the red feather as a national campaign symbol. . . . In the late spring, *Channels*, publication of the National Publicity Council for Health and Welfare, will bring out a special issue on the use of motion pictures as a social work publicity medium. . . . Army and navy authorities may add welfare and recreation courses to West Point and Annapolis curricula. . . . Educators fear that day care centers and extended school programs will be dropped when federal funds cease.

. . . The National Nursing Council for War Service approves the principle of selective service for nurses, but thinks legislation is also needed to protect civilian nursing needs.

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Babies on the Market

This Child and Others Can be Protected from Unwise Adoption says MAUD MORLOCK of the U. S. Children's Bureau

Dorothy Rolph Photo

ARE babies really being sold in "black markets" in these United States today? The answer is "yes," if by that popularly used phrase we mean the passing of money between adopting parents and individuals who know of babies available for adoption. Whether or not this is an outright "sale," and whether anyone involved in the transaction makes a "profit," is something for lawyers to argue. Plenty of cases of independent placements involving a money consideration are known to social agencies. But the fact that babies are bought on a cash basis is not the only shocking fact in adoption practices in many states.

The term "black market" usually implies illegal transactions. Therefore, the various kinds of free lance baby placement cannot precisely be termed "black marketing," for some states do not have laws or social practices to prevent this indiscriminate passing around of unprotected infants nor to see that they get a square deal. The shocking fact that *any* state should fail to care for its most helpless citizens is certainly a *black mark* against the nation's record of human conservation.

Price, profit, and service fees are only symptomatic of the real evil—carelessness in the planless, thoughtless handing around of babies who have no families. Many of the transactions are engineered not by traffickers in human beings, but by well-intentioned persons who want to help someone—a friend, patient, or client—get a baby for his home or, perhaps, to befriend a highly distressed unmarried mother. Although the motive is well-intentioned, the results may be as disastrous to the child as from a profit motivated sale. In between the well-intentioned and the sinister transactions are those in which good intentions are blurred by some small "consideration." Often unfair pressure is put on the natural mother at the time of her baby's birth, when she should not have to make a life-changing decision.

No matter what the motive, these privately arranged baby transactions flourish on the same combination of factors—the scarcity of babies available for adoption, the stigma placed by society on motherhood without marriage, and the fact that too many girls who are illegitimately pregnant fail to receive the benefit of social services.

Interest in Adoption

It is impossible to measure the extent of the baby market or to judge accurately whether it is on the increase. No nation-wide figures on adoption exist, and some states compile no such statistics.

There has always been, of course, a steady flow of prospective adoptive parents whose motives cannot be questioned. They are couples well qualified for parenthood who have tried to have a child of their own and have had a competent medical opinion that this is probably impossible. Adoption is a logical answer to their desire for a child. They will have the interest of the child genuinely at heart.

In some places, however, the demand for babies for adoption has obviously been on the increase. Child placing agencies feel its pressure and independent placers undoubtedly feel it also. Some of the reasons for the current interest grows out of the war. People have more money with which to bring up children. Many young service wives who think or know that they cannot bear children envy their friends who are with child or already have young children. They themselves are lonely without their husbands. The idea of adopting a child spreads easily among them. Back of some of the desire of these young women to adopt a child at this time, when death of young men is part of everyone's consciousness, may be the same instinct for continuation of the human race as is behind having one's own child. There may also be all sorts of personal reasons growing out of the fact that the generation that would now be establishing new families and homes is disrupted from this normal practice by the enormous upheaval of war.

Cast of Characters

The cast of characters in the adoption drama is large:

The child should hold the center of the stage. His whole future is at stake. He should be protected from unnecessary separation from his parents, from adoption by people unfit to have responsibility for rearing a child, and from interference of his natural parents after he has been happily established in his adoptive home. This last risk is a danger he faces if his real parents have some legal claim because of defects in the adoption procedure.

The natural parents may be a recently bereaved husband or wife, or may be un-

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married. They should be protected from losing their child through hurried decisions made under special strain and anxiety. The unmarried mother usually bears the brunt of the decision about the child's future, with the father playing an all too minor role. Most unmarried mothers are young, perhaps too young to make competent judgments, particularly in time of emotional upheaval. Forty-six percent of the unmarried mothers reported to the Bureau of the Census in 1942 were from fifteen to nineteen years of age.

The adoptive parents are all kinds of persons with all kinds of motives, including, as we have said, a genuine interest in bringing up a child. Their suitability should be judged by their potentiality for good parenthood for a particular child, not by their inherited wealth, education, success, fame, nor their effective pressure methods. They should be protected from taking responsibility for a child about whose heredity or potentialities they know nothing, and from later disturbance of their relationship to him by natural parents.

The independent placers, are free lancers who arrange for new parents without benefit of professional child placement advice. Among them are black marketeers who "sell" children for "profit." In contrast, are the well-meaning baby placers, including representatives of the most valued groups in the community — hospitals, physicians, nurses, lawyers, clergymen, and housewives. Usually they have no realization of the damage they can do to their own "clients," as well as to the baby. But an ill-advised placement can bring life-long tragedy to a child as well as to his adoptive parents.

Social workers know how dangerous to the child independent placement is. But they are not all fully aware of what can be done about it. Sound protective procedures must be instituted to prevent indiscriminate child placement by "anyone." The public interest in "baby black markets" aroused by newspapers and magazines presents a golden opportunity for conducting a campaign to obtain legal safeguards against loose adoption procedures.

What Can Be Done?

Social workers will have to take a leading part in building strong protection. A three-point program of action might be followed: educating the public on what is involved when children are placed for life; obtaining sound legislation to provide and finance good placement procedures; adjusting the programs of social agencies to the task of changing the situation—revolutionizing them if necessary.

Social agencies must make a significant point clear to the public. They must somehow put across the fact that child welfare is a profession, as are medicine and the law, and requires, as they do, high standards of personnel and administration. No one unqualified in this work should attempt to select new parents for a child any more than he would try to practice in the other professions.

An indication of the misunderstanding of what is involved, on the part of another profession, many of whose members take part in adoptions, is a statement in one of its professional periodicals: "The chances are that a home with disharmony, lack of emotional adjustment, or unstable individuals will not seek to adopt a child." What evidence the child placing agencies have of the contrary! Out of just such disharmony and instability come many of the requests for children and many of the complaints against social agencies for not supplying them.

A public agency responsible for investigating adoption petitions in a community with a population of some 900,000 made eighty unfavorable recommendations in reporting on 648 adoptive homes during the last five years. In fifty-two of the eighty adverse reports the basic reason was the unfitness of adoptive parents for bringing up a child. The specific reasons were: unstable marriage; adoptive parents who were morally, mentally or physically unfit, not married, or financially unable to support a child. The records of child placement agencies contain many illustrations of applications from such persons. Many more couples unsuitable for parenthood patronize the independent placers.

Social workers must help the public realize that the fight for better practices is not a struggle between opposing professional groups for control of placement, but a struggle to protect a highly vulnerable group—young children about to be turned over to new parents. The public must be helped to understand that adoption is virtually irrevocable, for it is the conferring of parenthood in a relationship as permanent as though the child had been born into the family. As such, an adoption should not be brought about until all factors have been considered and a satisfactory background for the child's life has been assured, as definitely as possible.

Many social agencies are already working to improve their public relations with some of the groups listed in our cast of characters. They are trying to win the full understanding and confidence of professional groups closely linked with adoptions. One child placing agency in a large city recently assigned a staff member to make contacts with physicians and their professional societies and explain the work of adoption agencies. She will attempt to encourage physicians to use the agency's services for any patient who wishes to adopt a child or who wishes to place a child in adoption. The agency has met with a cooperative response in the initial stages of this liaison work.

Legislation and Procedures

Not more than a quarter of the states have adoption laws that approximate the standards recommended by the U. S. Children's Bureau as essential to adequate protection. Although forty states have within the last five years improved their adoption legislation in some respects, adequate legal safeguards and related procedures are still not generally provided.

Under these conditions of inadequate control or complete lack of control, the baby markets have inevitably developed. Some states or cities have developed a reputation for easy and quick acquisition of babies by would-be adoptive parents. They attract residents of other states, among them many who cannot meet the standards required for adoption in their own states. In one state (where a legislative campaign is now going on), a couple or even a single person can obtain a child from a hospital or through any free lancer, complete the adoption within a few hours, and disappear across the state line out of the state's jurisdiction.

What kind of legislation will cut away the foundations of these and other harmful practices? According to "Essentials of Adoption Law and Procedures," recently released by the Children's Bureau, the welfare of the child, the right of the natural parents, and the security of the adopting parents can be safeguarded by observance of the following principles:

"(1) Adoption proceedings should be before a court accustomed to handling children's cases, in the locality or state where the petitioners for adoption reside or are known; (2) the court should have the benefit of study and recommendations by the state welfare department in every proposed child adoption. This department should be made a party to every adoption proceeding or at least should have the right to appear at the hearing; (3) consent to adoption should be obtained from the natural parents, or, if their parental rights have been legally relinquished or terminated, from a person or agency having legal responsibility for the child and the right to consent to adoption; (4) court hearings should be closed to the public and the confidential nature of the records should be assured; (5) a period of residence in the adoption home, preferably of one year, should be required

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prior to issuance of the final adoption decree, so that the suitability of the adoption may be determined; (6) provision should be made for removal of children from homes found to be unsuitable, and for their care and guardianship after removal; (7) safeguards should be provided in related laws, such as those affecting relinquishment of parental rights, regulation of child placing services, and determination of guardianship and custody of the child, to assure in all such matters, as well as in the adoption proceedings, the welfare of the child and the rights and obligations of the parents."

Relinquishment of the Child

Many who are writing about abolishing "baby markets" count too heavily on a new or revised state adoption law to solve the difficulties. They overlook the fact that it is not until the child is in the new home that the law begins to operate.

The important step of severance of parental rights often comes before that. Much confusion exists under present laws as to what actions constitute the termination of these rights. Various informal ways of voluntarily relinquishing parental rights and responsibilities are permitted in different states. The Children's Bureau advocates legislation providing that no transfer of rights in a child shall be valid and binding without judicial sanction. Such legislation should also make it clear that "consent to adoption" does not terminate the parental relationship nor give another person the rights that can be obtained only through legal guardianship or adoption proceedings. The state welfare department should have the responsibility for investigation and report to the court in the transfer of parental rights.

Many adoption placements detrimental to the child result from the mother's signing in blank a consent to adoption, usually without proper consideration of what is involved, and sometimes under duress. These releases often not only violate the mother's legal rights but may eventually bring about difficulties for the adoptive parents.

When parents are voluntarily relinquishing a child, it is advisable that all rights in him, including the right to consent to adoption, be given to an agency. When an unmarried mother is involved this action protects the future security of the adoptive home, for the identity of the adoptive parents can be concealed from her.

The state discharges its responsibility for the welfare of its people through legislative, judicial, and executive branches. In the adoption legislation and procedures being developed in different parts of the country, the state department of welfare is, as an executive branch, being given a more and more dominant role. The department is the expression of the state's social interest in its children. It has responsibility for leadership in improving standards for care of children and in developing, extending, and strengthening services to children under both state and local auspices. It is the logical defender of the child deprived of its parents and the child about to be relinquished by its parents.

In the situations surrounding adoptions, the local community is the scene of action. Here must be developed the services for the child and both sets of parents. "A child welfare worker in every county" is a goal pertinent to the subject of child adoption. When the goal is finally reached, the state department of welfare can work through a network of services covering all local units to protect the unmarried mother and her child. Many of these girls now leave their own small communities for cities because they know of no one at home from whom they can seek advice.

A Dynamic Program

In campaigning for an adoption law and procedures having to do with child placement, it is well to design the law to fit the actual situation in a state. A law effective in one state is not necessarily good for another.

Social agencies must deepen and widen their services in response to the unmarried mothers' need for a chance to consider carefully the future of their babies. Can these agencies study their programs and find ways to finance necessary revisions? Can they do whatever is required to make themselves vigorous competitors of independent placers?

Some agencies, especially those for unmarried mothers, may have to revolutionize their services. They will have to abandon set ways that are out of keeping with modern knowledge and methods. To offset the coercion now frequently used on unwed girls to give up their babies without sufficient thought, they must give the kind of service that will attract girls to them. They should meet the girl on her own ground and begin with the problem uppermost in her mind, whether it is medical care or adoption. They should serve her where she is and not attempt to send her back to her own state or community before she is ready for such a step.

If, within the framework of community concern, social agencies can answer the girl's real needs, the roots and branches of independent placement will wither from lack of nutriment.

The Monkey's Viewpoint

Three monkeys sat in a cocoanut tree
Discussing things as they're said to be.
Said one to the others, "Now listen, you two—
There's a certain rumor that can't be true,
That man descended from our noble race.
Why, the very idea! It's a dire disgrace!

No monkey ever deserted his wife,
Starved her baby or ruined her life.
And you've never known a mother monk
To leave her young with others to bunk
Till they scarcely knew their mother.

And another thing you'll never see—
A monk build a fence around a cocoanut tree
And let the cocoanuts go to waste
Forbidding all other monks a taste.
Why, if I build a fence around this tree
Starvation would force you to steal from me.

Here's another thing a monk won't do;
Go out at night and get on a stew;
Or use a gun or a club or a knife
To take some other monkey's life.

Yes, man descended, the onery cuss,
But brother, he didn't descend from us.

Anon.

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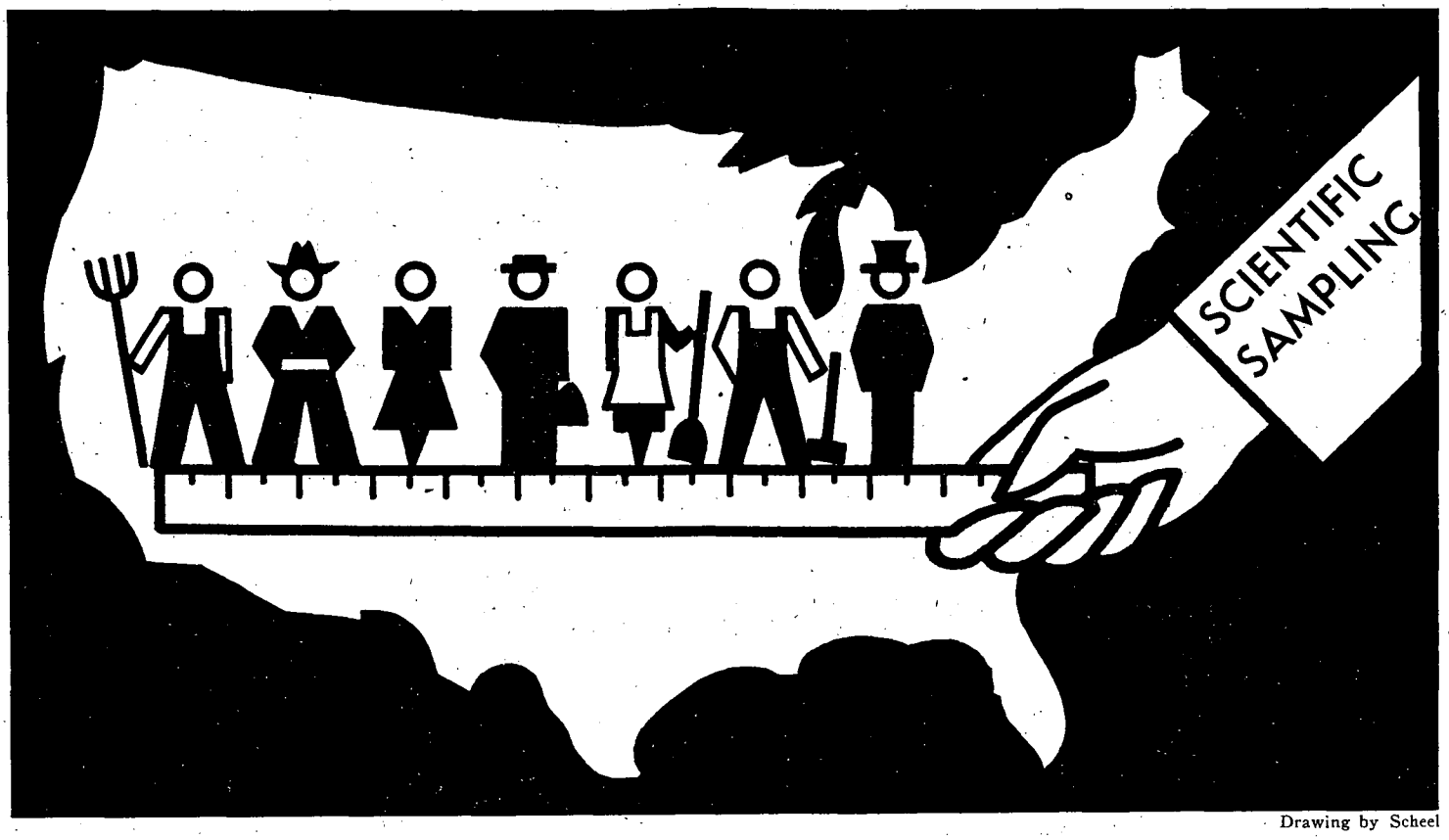

Drawing by Scheel

Figures, Fantasies and Facts

ELBERT L. HOOKER shoots at some of the bogeys commonly surrounding statistical research and turns them into thin air.

RESEARCH and statistics are not synonymous, as it is sometimes assumed in social work. But unfortunately, the feeling that one must be a "statistician" in order to undertake "research" often blocks the caseworker or the group-worker from instituting systematic and useful studies for which they are quite competent. Many social workers seem to feel that research is something detached and remote from practice, policy, and philosophy. Happily, this conception is not universal, for if it were, social work could never acquire a body of professional knowledge and transferable techniques.

An interesting thing, the phobias, obsessions, and compulsive fears that seem to exist towards figures! Until recently mathematics, more than any other subject, was generally regarded as having disciplinary mental values. It was assumed that if rigid mathematical principles could be instilled in little Johnny, they would carry over into other aspects of his mind and personality. Mathematics was character forming, and the stern discipline of its authoritarian logic would make Johnny orderly and obedient. You do not have to be too much of a Freudian to speculate on how the distaste and antipathy for "math" arose. Mathematics, the stern disciplinarian, became a symbol of the authority of the father person, and in his more unlovely traits at that. So all the hostility of little Johnny toward his father as the hated rival for mother, was projected on an unconscious level to poor, unsuspecting, and indeed wholly innocent, arithmetic!

At any rate, the antipathy exists, even if it seems to be lessening. For whatever reasons, it is probably at its zenith among social workers and workers in kindred fields. Few situations are more heart-breaking, even for the person most comfortably skilled in handling his own emotions, than breaking the news to a student caseworker that she has to take a course in statistics. Here is real suffering, for the caseworker, at least.

Consider the Average

Statistics — the use of quantitative methods and measuring devices—is only one of the tools employed in social research. But because it is an extremely important tool its function and use ought to be better understood by social work administrators. All of us now deal so very much with quantitative data, either directly in our work or in familiarizing ourselves with what others are doing, that some understanding of statistical principles and how to avoid the more obvious pitfalls is essential. Moreover, the general use of quantitative data is so common that even the daily routine of living requires some statistical knowledge. And while considerable time and practice are needed to acquire skill in refined statistical analysis, a relatively few hours devoted to the study of elementary principles will pay direct dividends, both professional and otherwise.

Consider the time honored "average." Indeed, much of our thinking can be demonstrated to be quantitative, whether we are aware of it or not. How many times do we hear such remarks as "the Negro is happy-go-lucky and musical," or "red-heads have high tempers," or "blondes are fickle and frivolous," or "he looks like the criminal type," or "Latins are great lovers," or "Mexicans are lazy and procrastinators," or "labor leaders are racketeers." Anyone can add to the list himself, almost *ad infinitum*. These

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are all "stereotypes," and such stereotypes are statistical abstractions, pure and simple. They are a form of average, though, of course, usually derived from informal and unconscious mental processes.

There is nothing wrong with stereotypes, except that most of them, based as they are either on folklore or crude, informal, largely unconscious individual "counting" procedures, have little or no foundation in fact. Group characteristics, types, and similarity of traits do exist, so that certain elements can be abstracted and summarized as "typical," but little credence should be placed in folk stereotypes until they are scientifically validated. Averages of one kind or another are essential to our thinking and to our processes of adjustment, both as individuals and groups. They should, however, be based on careful, methodical and unbiased observation. Inasmuch as stereotypes condition our attitudes and actions toward our fellowmen and fellow groups, it might be wholesome to ask ourselves occasionally if we are on statistically sound ground.

The Danger of Bias

This leads to another point about the use of statistics—that the control of bias and prejudice in statistical interpretation is just as important as in any other form of interpretation. A quantitative conclusion may be equally as biased as a qualitative one. Statistical procedures do not create objectivity of themselves. It is true however, and should be strongly emphasized, that they do offer ways and means of greatly reducing subjectivity, and thus make for objectivity. But true objectivity for the social scientist exists only as an ideal, or better perhaps, as a concept. None of us can be men from Mars. No statistical technique can emancipate us from our mind-sets and from the cultural *milieu* which conditions our values, goals, emotions, and thinking. We all have our own particular sets of biases and prejudices, though their number and weight vary greatly from individual to individual.

Nevertheless, in interpreting statistical as well as any other kind of material, we must divest ourselves of our biases as much as we can. This means that we must have a healthy self-awareness of our own emotions and feelings, else our selection of data and our conclusions may go far astray. Whether we recognize it or not, much of the data with which we deal is as heavily weighted with emotional content for us as is the dynamic relationship between social caseworker and client. Just as the caseworker must be as cognizant as possible of her own inner attitudes in order to handle her own emotions and reactions and thus diagnose and treat her client more effectively, so must the interpreter of social statistics be aware of himself. Otherwise, he may easily fall into the category of a famous social scientist of the nineteenth century, of whom his detractors said, "he never let a fact interfere with a theory."

This You Must Do

All of this is by way of background. If one is to make an intelligent use of statistics, one must understand that it is only one of many research tools, that it is a quantitative not a qualitative device, and that while statistical procedures offer a means to further objectivity, they cannot guarantee it. Now let us see what it takes to make the most of this tool in any statistical research project which we may have in mind.

Our first concern must be with the adequacy of our raw data. Unless the basic material is sound, it makes no difference how refined may be the processes of tabulation, manipulation, and analysis. No statistical technique can transform bad data into good.

There have been elaborate statistical studies and monographs which at first glance have given the appearance of science *par excellence*. But they were nothing but meaningless mental gymnastics, in which a technician was displaying his virtuosity. Had he been a scientist, or even an artist, he would have devoted more time and thought to seeing that he had a sound foundation upon which to perform his gyrations. More difficult problems arise in designing and setting up sound social research projects with units that are valid and reliable than are met in the statistical manipulation of the material, once it is in. This is not to say, of course, that the latter is not a problem beset and time consuming process, which requires also imagination and a creative spark.

Closely related to the adequacy of our data must be our concern with what we are going to count. The most fundamental single element of any statistical study is categorization—the definition and classification of the basic units which are to be counted or measured, and then manipulated. That is the primary step, primary in two senses of the word. You must know your field, or you will not know what to count or measure, if indeed, you can even see anything to count at all. A field cannot be reduced to meaningful elements except by a person thoroughly conversant with that field.

After our material is in, and we have counted what we had decided to count or measure, we have then to decide what it means, if anything. And here we are confronted with two popular and rather conflicting ideas about the nature of statistics.

One is that figures speak for themselves. The second is that figures do not lie, but liars figure. The latter is sometimes expressed somewhat strongly: "There are liars, damned liars, and statisticians." The second notion probably has its element of truth, but not the first. Figures never speak for themselves. Whatever meaning any given body of statistics possesses is no more and no less than that put into it by the individual interpreter. This is an obvious point, perhaps, but one frequently overlooked, as even casual inspection of published material will demonstrate. It has been maintained, and with a slight degree of truth, that statistics are but symptoms of unknown causal processes. "Symbols" is a more accurate word, though still considerably less than a half truth. Incidentally, that point of view was held by an eminent social scientist, an authority on methodology, who for years frowned upon the statistical method, while keenly maintaining that truth is found, or perhaps "revealed" is better, through the so-called case study method. In his later years, he married a brilliant young statistician from whom he presumably learned about the facts of life. At any rate, he became much more statistical in his approach than he was.

Compartmental Interpreters

Closely related to the idea that figures speak for themselves is another notion which frequently blocks the student of social facts from making the most of his data. Often he is under the illusion that his generalizations must be entirely and exclusively derived from the data he has found in his specific project. When interpreting these, he attempts to compartmentalize himself, putting to one side of his mind everything else he knows, for fear that the purity of his conclusions might be contaminated. In statistical interpretation, the individual should make use of every experience he has ever had and every bit of knowledge that he has or can obtain which will enable him to put more meaning into his data.

The "compartmental" type of interpreter is in the minority, and is found most frequently among professional social scientists, though by no means exclusively with them. Another type, more common, needs only one little fact, or supposed fact, to start imagination and pre-conceptions producing a riot of cosmic generalizations and universals.

Finally, after you have decided what you are going to say about the things you have counted, you have to put your facts and your ideas in shape for other people to read.

There has been a popular notion that

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the statistician should be more concerned with what he has to say, than how he says it. To say this idea has some merit, smacks almost of heresy today, when so much emphasis is placed on attention-getting mechanisms and on graphic expression of data. Format and graphic expression play an essential role, to be sure, not merely for purposes of presentation, but also as analytical tools for the statistician. But too often the emphasis is on making an impression instead of on meaningful expression. The first consideration in the incorporation of statistical material is, what should be said, what is the significance of the data; and second (always second) is, how best to present it. If the data reveal nothing of interest, if they are of no significance, as is sometimes quite unavoidably so, they should be charged off to profit and loss. Beautiful charts and graphs of meaningless data remain meaningless except to students of the more esoteric forms of art.

Case Study vs Statistics

Perhaps this brief discussion of the nature of the statistical method will help resolve the ancient controversy between the caseworker and the statistician. Although bitter debates over the best method of social research are less in evidence than in years gone by, they are still common enough. The war between the proponents of the case-study method and of the statistical method is still being waged, though with fewer participants — fewer participants, not because they are all that have survived the ferocious intellectual wrestling bouts between the two schools of methodology, but also because a new viewpoint is being accepted. This more or less private war has sometimes been referred to as the case study method versus the statistical method, the former being closely allied with "sympathetic insight," and the latter with an "objective" approach. This is rather a ridiculous conception, since the methods are not in opposition, but can more accurately be described as being complementary to one another. Actually, the conflict is more philosophical than methodological.

No single method is "best." What is best for any given problem is the method that will most adequately answer that problem. Some problems require certain methods, others quite different ones. To be precise—or perhaps to quibble (the distinction between being precise and quibbling is sometimes a rather fine one) —there is no case study method. All that is meant by case study method is the study of a single unit, whether that single unit be a person, a family, a community, or a situation. Many different methods and techniques, including statistical analysis, may be employed in the study of a single unit.

The moral of this treatise, if it has a moral, is that the use and interpretation of statistics depends, in the long run, on the statistician.

The idea is widespread that a statistician is a man who knows all about figures. What kind of figures? Oh, all kinds of figures. A more erroneous notion never existed, but a very common one it is. Who knows the most about medical statistics? An economist? An engineer? No, the $64 answer is, the man with medical knowledge, adequately equipped with statistical competence. No matter how profoundly the student knows the basic principles of statistical procedure, he is no more competent to interpret statistics in a field with which he is unfamiliar, than he is to pass judgment upon a qualitative statement made by an expert in another field. Statistics are simply a way of finding and summarizing knowledge within a given field. The statistician must know both his statistics and his field in order to arrive at generalizations that are valid.

Statistics Are Created

This does not mean there are no statistics *per se,* nor methods of social research as such. There are certain principles common to all scientific research, and many that are peculiar to social statistics and social research. But statistical research is primarily a tool which the man of scientific method uses in his own area or areas of competence. It is a device which he substitutes for the crude rule-of-thumb measures which are used by all of us in much of our everyday thinking and generalization.

The more carefully we design our research and the collection of our material, the fewer data we will have to discard, although there may be some. No tears should be shed over these, for they are the more or less inevitable waste-products of research. On the other hand, it is true that no matter how carefully the research is planned, quite unexpected and valuable by-products occasionally develop. But the possibility of some waste-products, or of occasional valuable by-products does not give point to just "gathering statistics," as the phrase goes, in the hope that something significant might show up. ("Gathering statistics" sounds as though data lay around just waiting to be picked like wild flowers in a field.)

Statistics are not gathered. They are created, and the more purposefully they are created, the sounder may be their interpretation, the more adequate their use.

» Education has never been under compulsion, as have business and science, to keep abreast of the times.—CONSTANCE WARREN, *president of Sarah Lawrence College.*

» The critical question is not whether we shall create power, but whether we can produce people who know what to do with it.—HAROLD W. STOKE, *on his inauguration as president of the University of New Hampshire.*

» When children have parents (and teachers, too) who are as democratic as healthy children usually are in their choice of friends and guests, one of the greatest factors in the problem of prejudice will be removed.—SISTER MARY DE LOURDES, *in Intercultural Education News.*

» The President has a big responsibility but so have we. That's the way it is in a democracy. We can't just tap him on the shoulder and say "O.K., Buddy, you're elected. It's all up to you." Don't look now, my friends, but there's History right behind us, tapping us on our shoulder, and saying, "O.K., Buddy, *you're* elected. It's up to you."—LEWIS MERRILL, *president of the United Office and Professional Workers of America, CIO.*

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Training for Practice

JOHN A. REIMERS tells how the School of Social Administration at Ohio State University relates curriculum to the jobs to be done.

A RECENT graduate of one of our schools of social work estimates that the cost of his professional education, undergraduate and graduate, adds up to about $7,000. He hopes it's worth it—and thinks it is. But he rather plaintively wishes that the general public better appreciated the "long, expensive and rigorous training" from which he has just emerged. If this were the case, he thinks, boards of directors would be more willing to pay adequate salaries to the workers in their agencies.

Unfortunately for my friend, only a very small proportion of the people today practicing social work have gone this full route of "expensive and rigorous" training. It is doubtful whether any broadly successful interpretation of the role of training as a prerequisite to professional status can be convincing until, within social work itself, there is a reconciliation between high ideals for the few and the realities accepted by the many.

Altogether wholesome, therefore, is the debate, within social work educational circles, over the respective merits of graduate and undergraduate training. Out of this we may hope will come a broader perspective from which to view our total training problem, with a truer synthesis of present seemingly divergent approaches and philosophies.

At the moment some feel that the American Association of Schools of Social Work were quite wrong, or at least grossly premature, in insisting on two years of graduate work in a graduate school as a prerequisite for professional status. While by no means supporting this extreme point of view, Anne Fenlason in her "Undergraduate Training" [see *Survey Midmonthly,* September 1944, page 251], ably sets forth the values of undergraduate study for vocational orientation, as well as for preprofessional preparation. Others, who shared in the movement for graduate training as a professional prerequisite, now gloomily fear that the link which they forged between high professional standards and maximum professional education, is greatly in jeopardy. Without supporting any such arbitrary position, Leona Massoth in "Changes in the Schools" [see *Survey Midmonthly,* November 1944, page 317], suggests considerable restraint in the use of undergraduate study.

Not "Either—Or"

My own experience convinces me that the issue is not graduate *versus* undergraduate study. Rather, that we need more and clearer thinking about our overall concept of the function and techniques of social work itself, and the relationship of *both* undergraduate and graduate study to the practical implementation of that concept.

There is danger that many graduates of accredited schools of social work (AASSW member schools) will give a reactionary appraisal to the potentialities of undergraduate or even of one-year graduate education, because they took part in the successful effort to establish the two-year graduate experience as the basic requirement for professional status. Also, the traditional concentration on social casework training for positions which warrant and demand two years of graduate work (largely for private casework agencies and public welfare supervisory positions), makes it difficult for the average professionally trained person to think freely about the professional requirements for the many other varied and diverse fields which comprise contemporary social work.

I am not intending to disparage the efforts of either the American Association of Schools of Social Work or the American Association of Social Workers. Both have been potent instrumentalities of professional discipline over the past twenty years. The AASSW, with the support of the American Association of Social Workers, has defined a minimum common curriculum for full professional education, involving a two-year graduate degree. But, in the drive for this, neither organization has had time until recently to share in the determination of content suitable to undergraduate preparation.

This has tended toward separatism rather than unity among those responsible for developing these logically related levels of education. It has made for a dogmatic formulation of special needs on the part of leaders in those fields not included in the perspective of the dominant training groups.

The fact that the School of Social Administration at Ohio State University appreciates both graduate and undergraduate curricula has given ample occasion for both experimentation with and speculation over the values in these two approaches. Its courses in casework, penology and corrections, vocational rehabilitation of the handicapped, groupwork and recreation, community organization (specifically focused on administrative personnel for community chests and councils of social agencies) and research, offer the basic materials for social work training, both "generic" and "specific."

Guiding Principles

This school first offered courses in social work in 1906, and was a charter member of the AASSW, organized in 1919. During the next twenty years it continued to amplify offerings at both undergraduate and graduate levels. In the beginning the social sciences were stressed, but as new courses were added the curricula became heavily vocational, especially at the undergraduate level. This was partly due to the belief that the chief task of the undergraduate curricula was to train operating level workers—caseworkers and groupworkers—whereas the task of the graduate level was to train administrators. From the early Thirties until 1939 most of the AASSW minimum curriculum content was offered in the senior undergraduate year.

From 1937 to 1942, consistent with action by the AASSW requiring that professional curricula be put on a graduate basis, the faculty gave much thought to the best method of shifting the school's structure to one which would be in keeping with the thinking (which it shared) of its accrediting association. Yet the faculty did not wish to eliminate its undergraduate curricula, but rather to continue serving the growing demands for college graduates reasonably equipped for junior staff positions in public assistance, court and penal, and groupwork programs.

Several immediately practical guiding principles came to the fore in this reexamination of curriculum. The first was the rediscovery that the allocation of content between undergraduate and graduate courses must not be static, but continually

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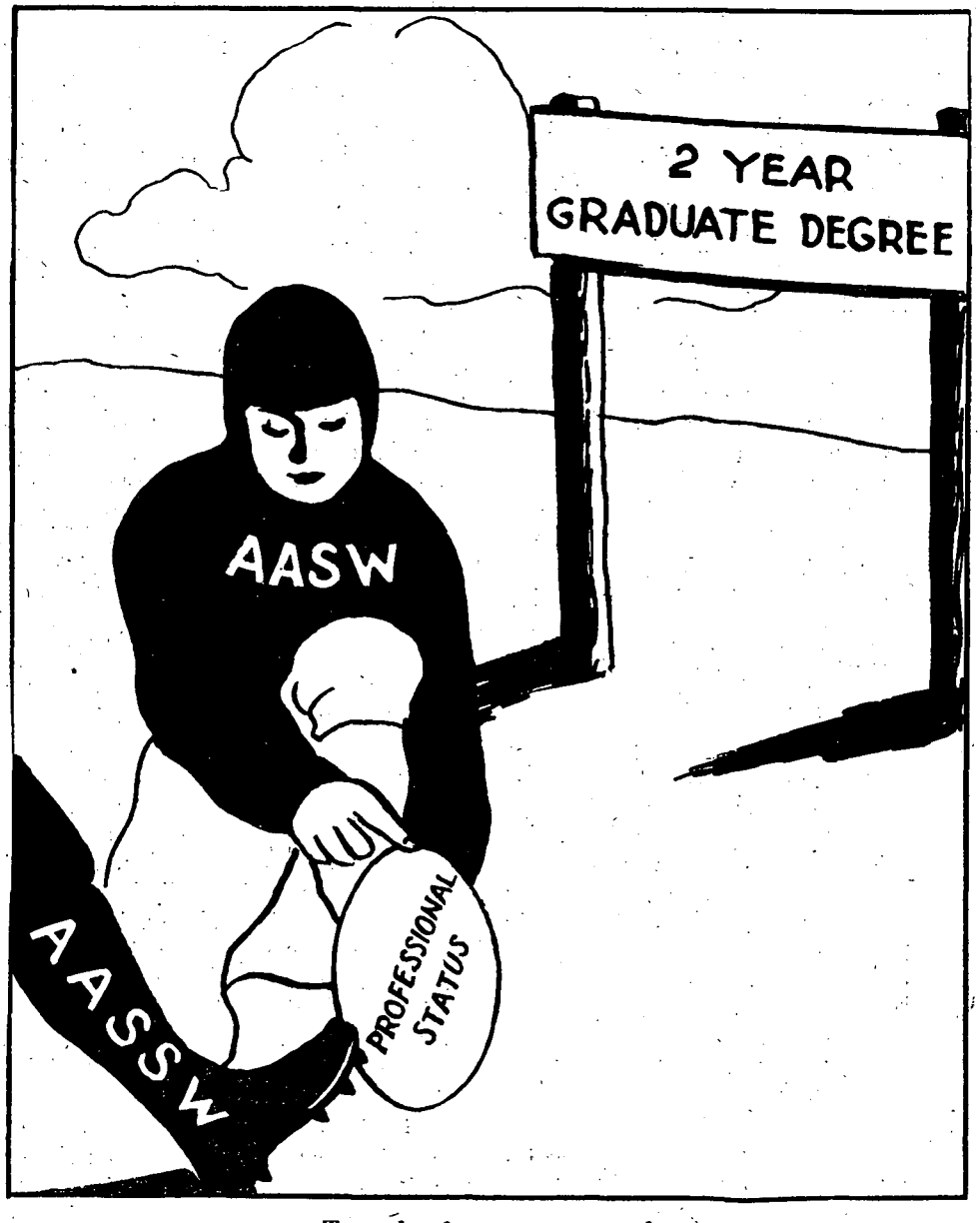
changing to meet changing requirements in each of the several fields of practice.

A second involved facing the fact that the several fields of practice are *not at the same state of development* in their definition of training content or in their effective demand for trained personnel.

A third was that stagnation of individual professional development was apt to result when too much technical content was given to undergraduates. That is, there was danger that subject matter might be *understood* without being *appreciated*. This was particularly true of social casework materials as evidenced by the small number of students who took steps to complete the graduate course of study. Continuing students quite commonly considered the content of their courses boring and repetitive. Their undergraduate work had not really equipped them to use the principles or to move on to more advanced content.

As a result, in 1942 several courses were transferred to the graduate school, but a significant combination of specialized junior professional work was retained at the undergraduate level. For example, the undergraduate curriculum previously titled, "Social Casework" was more appropriately described as "The Public Assistance Worker." This modification did not imply that public assistance administrators should not employ graduate-trained caseworkers. Rather, it was a realistic recognition of the limitations of salary and content in most Ohio public assistance jobs. Less professional skill was required to carry out existing public assistance policies than was the case in agencies rendering a greater degree of individualized service. On the other hand, the graduate level curriculum in social casework was designed to equip personnel with a maximum of casework skills for both public and private agencies.

This reappraisal of both graduate and undergraduate curricula necessitated a careful examination of the relationship of social work to the social sciences.



Teamplay for a common goal

A most helpful contribution to our thinking at this point was the recollection of Edward T. Devine's early definition of the fundamental nature and function of social work itself. "Social work, then, is the sum of all efforts made by society to 'take up its own slack,' to provide for individuals when its established institutions fail them, to supplement those established institutions and to modify them at those points at which they have proved to be badly adapted to social needs. It may have for its objective the relief of individuals and the improvement of conditions. It may be carried on by the government or by an incorporated society or by an informal group or by an individual. Or it may be the temporary excrescence of some older institution which exists primarily for some other function. It may be well done or badly. . . . It may be inspired by sympathy or expedience or fear of revolution or even evolutionary change, or by a sense of justice and decency."

"Social Trouble Shooters"

This recognizes that the social worker is in a real sense a "social trouble shooter"; a sort of specialist in social improvement. To discharge this function calls for an understanding of the basic nature of social life as well as of the processes of individual adjustment to it. The social worker must be able to analyze the particular difficulty involved in the situation he is called upon to "trouble shoot." In addition he must have the skill to get things moving on some reasonably acceptable basis fairly quickly. Put in another way, the wise and effective use of his skills must rest upon his understanding of the facts of life.

It seems clear that no sharp line of demarcation can be drawn between the subject matter of social work (as distinguished from its technical skills) and that which is the proper concern of the social sciences as a group—economics, political science, history, sociology, anthropology, and psychology. Rather, a good neighbor policy should prevail. As an art, social work must opportunistically seize upon any facts or concepts which give a sufficient understanding of social breakdown to be helpful in alleviating its consequences. On the other hand, if a particular variety of breakdown continues to assume such proportions that new social inistitutions are created to deal with it, this becomes a logical interest for sociologists, economists, and others.

Such an interest accompanied the "relief" developments of the past twenty years. In 1925, relief was the rather exclusive concern of social work, and courses dealing with standards of living were primarily of social work origin and

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concern. Out of the vicissitudes of widespread unemployment and relief-giving in the early Thirties came the Social Security Act of 1935 and its several amendments. Since 1935 the several phases of social security have properly come to be major matters of concern to sociology and economics. Surely most schools of social work are currently relying more on such departments for the presentation of the basic facts of social security than was true even five years ago. Meanwhile, social work has continued its interest in other phases of social breakdown and social adjustment, in a social setting greatly changed since 1925 or even 1935. This ever changing, yet intimate relationship between social work and the social sciences is desirable and sound. The genius and special contribution of social work lies in its skilled use of unique methods and not in "squatters' rights" to any area of subject matter.

Integration—the Answer

An understanding of the generic function of social work thus helps to clarify the relative roles of social science and vocational orientation in an integrated undergraduate and graduate curriculum. The undergraduate curriculum should consist primarily of an interdepartmental major in the social sciences, centering in the school of social work, if the college or university has one, otherwise in sociology. This is logical, because the knowledge of these sciences is necessary if the changing points of "social slack" are to be recognized and if specialized methods or techniques are themselves to be understood and used with a sense of appropriateness. An undergraduate equipped with this knowledge is in a better position to understand and use information about current programs and practices of social agencies than one who does not have it. Add to the social science major a limited amount of attention to general social work methods, such as "The Social Work Approach to Life Adjustment," "Interviewing," "Group Leadership," and the four years are filled. Students who go no further have a basic preparation commensurate with practical requirements in many areas. With in-service training they can handle a variety of jobs with growing competence and an awareness of limitations in skill. At the same time, they are equipped to make effective use of graduate training either immediately following undergraduate work or after a period of employment.

Graduate education must increasingly start with the kind of preprofessional equipment just described. It should give most of its time to moving on from *understanding* to *diagnosis* and *treatment*. Such professional education is arduous and time consuming. Knowledge from the social sciences must be integrated with and added to a broad understanding of the five characteristic methods of social work —casework, groupwork, community organization, administration and research. A significant measure of skill in one of those methods must be achieved. Individualized laboratory teaching through closely integrated field work must be much more than "job experience" on the staff of an agency. Although costly, such field work is necessary to cultivate the skilled use of technical methods and to establish the self discipline of careful diagnostic thinking.

Neither of these levels of training is more "elite" than the other. Both call for faculty members competent in their particular subjects. This is true not only for social work materials *per se*, but equally for the social science subject matter. The availability of competent teaching personnel for the latter from social science departments in large universities is one of the great advantages of the location of a school of social work in such a set-up.

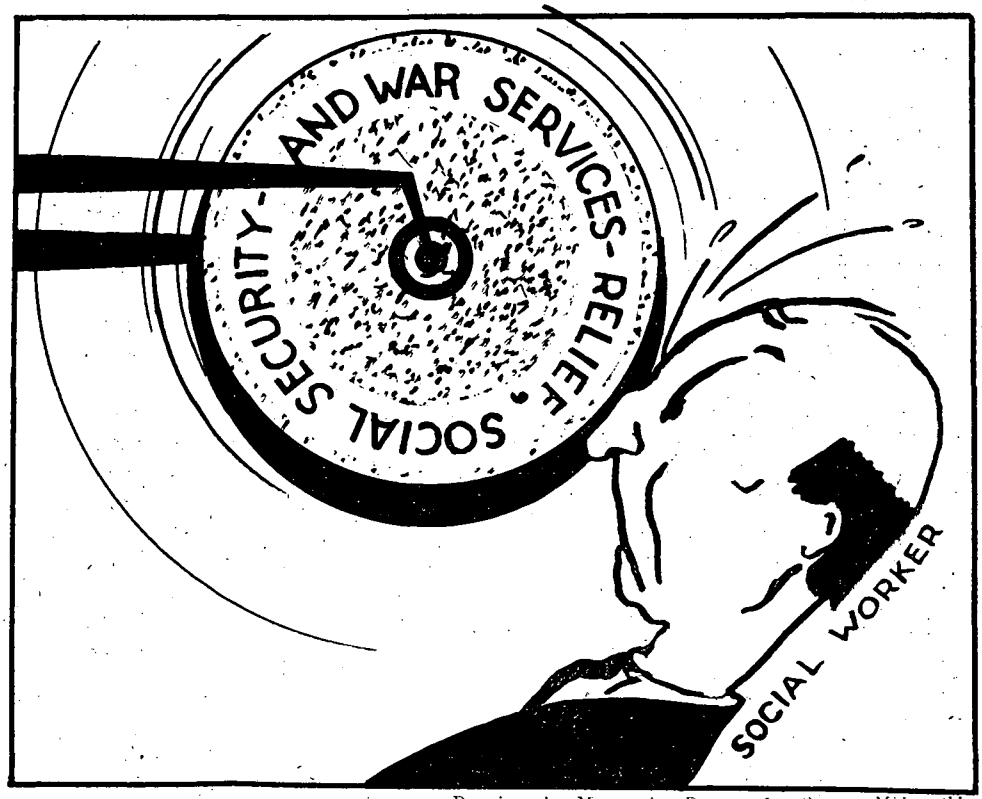
The Real Need

Finally, may we repeat, the most pressing need in social work education is not for rationalization of the respective merits of graduate or undergraduate study. Rather, it is two-fold: first, for greater professional clarity regarding the *combination* of skills required in the major traditional areas of practice, so that training for them really can be generic as well as specific; second, for strengthened public relations for social work as a whole, so that understanding of and support for adequate training will not be limited to the privileged few.

The last fifteen years have witnessed three successive tidal waves of need for social work: in the administration of a chaotic and generally inadequate relief program of the early Thirties; in the establishment of social security programs of the late Thirties; and, most recently, in the development of special services to meet the war-occasioned needs of servicemen and civilians. This rapid expansion of the field has kept the individual social worker's nose close to the grindstone. More and more of the thinking about policy-making has had to be carried on at the national level through functional organizations or governmental departments.

Job analysis at the practitioner level needs to be revived. Only when the grass roots are really alive can we hope to make hay. Vitality generally moves from the roots upward.

The concern should be with a job analysis *point of view* as much as with formal, carefully planned and executed studies. Every earnest social worker should feel freely the opportunity and the responsibility to anlyze the nature of his job and its requisite skills, rather than be expected to wait for official pronouncements from higher up. Practitioners operating in this spirit can recheck and expand our definition of social work—generic and specific—more effectively than national committees, functional organiza-



Drawings by Marguerite Drewry for *Survey Midmonthly*

The social worker's nose has been kept close to the grindstone

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tions, and governmental departments, operating alone. There should be more shared thinking between practitioners from functional groups. The groupworker and the community planner have a stake in and a contribution to make to any analysis of casework practice. Similarly, the caseworker and the groupworker have a stake in and a contribution to make to any analysis of the skills required in administering a community chest or a council of social agencies. At any rate, this is what we assume when we list casework, groupwork, community organization, administration, and research as the basic methods of social work, and require an acquaintance with each of every person receiving the full professional degree—a requirement of the AASSW since May 1944.

Further progress in social work education is dependent on improved general public relations for social work itself, not in the sense of more completely selling the public a "bill of goods," as interpretation is commonly construed, but of creating true mutual understanding. The "cause" of social work has become a citizens' movement, and its standards of education and practice are now increasingly in the hands of "the people." This should occasion elation, for it frees social work to exercise a function in a truly democratic setting. But it also obligates social work to demonstrate skill and to show cause for the continued support of educational institutions devoted to the development of that skill. Social workers, the schools which train them, and the agencies in which they practice, have the opportunity to serve as technical consultants in this citizens' movement, but they have not final control over decisions. All of social work must learn how to work with its public in this "century of the common man," and no segment can afford to play the role of a timid reactionary.

BIRTH OF A COUNCIL

NELL WHALEY

State Department of Public Welfare, Frankfort, Ky.

ONE day, about three years ago, a small girl leading her smaller sister went to the Red Cross office in Frankfort, Ky., to ask for a pair of shoes for the little one. Out of the conferences called to decide how to handle this seemingly simple request has evolved the present Frankfort Council of Social Agencies, Inc.

Frankfort, population 12,000, capital city of the Commonwealth of Kentucky, is 158 years old. It sits at the bottom of the Kentucky River cliffs, and the river winds through the town, cutting it into almost equal halves. One reason always advanced for its fair share of poverty, crime, and juvenile delinquency, is that, "when the prison was here those families came and settled in the outskirts of Frankfort."

Community Study

When a handful of interested workers and lay citizens began to look their community needs in the face, they found that Frankfort had these social agencies: a Salvation Army, Red Cross, YMCA, and County Poor Commission. This seemed a meager equipment with which to meet the social needs of the community, and the group decided to launch a council of social agencies. In March 1942, a constitution was adopted and the Council immediately initiated a community study under a steering committee of five, aided by thirty volunteers.

This study showed that the community badly needed a full time, qualified child welfare worker for the county. So a federal-state-county cooperative scheme for supporting a child welfare program was presented to the council of social agencies, approved, then put before the county authorities. With considerable social pressure (called "public clamor" by a reluctant official), the program was adopted.

Some Achievements

Soon the "juvenile delinquency era" descended on Frankfort. A children's study revealed a serious situation, and a report was made at the psychological moment to a packed public meeting in the county court house, which voted to approve recommendations calling for improvements in the Juvenile Court; summer playgrounds and other additional recreation facilities; better law enforcement; visiting teachers; and more individualized treatment of problem children in the schools.

Following that meeting things have happened. Four summer playgrounds (one for Negro children) were installed, and operated under supervision. A qualified child welfare worker was secured.

A single unit nursery school was started in the fall of 1943, for which funds were at first collected from Frankfort's leading industries—a distillery, a shoe factory, and a garment factory. By the autumn of 1944, the school had increased to two units, with thirty-seven children. Then Lanham Act funds amounting to approximately $47,000 were secured, and sponsorship was turned over to the local board of education.

The council also sponsored and arranged for Social Hygiene Week in February 1944, in collaboration with the state social hygiene associations and the national organization, the American Social Hygiene Association.

In March 1944, the council arranged a public meeting at the court house to hear a "federal recreation man" explain what a war recreation committee could do, and soon a war recreation committee was organized, with a representative group of men and women serving on it. The council turned over to this committee $3,500 which had been raised in 1943 for recreation. The "Kain-Tuck Club" for young people, opening on March 1, 1945, is a part of the recreation program. While counseling was given by the federal representative, financing is done entirely by community funds. The boys and girls had a share in the planning and organization of the club.

Projects Ahead

The November 1944 meeting was devoted to the need for a mental hygiene unit for Frankfort and Franklin County, as presented by a member of the state mental hygiene association. The council hopes in time to effect the organization of a private family service agency under qualified leadership.

Needless to say, much remains to be done in the way of social planning and execution. But the CSA is giving a constant interpretation of welfare needs through the monthly luncheon meetings, attended by an average of forty representative citizens; through speeches to clubs, and through news articles, for which the *Frankfort State Journal* has given excellent space and cooperation. We feel that we have made significant progress in this small community of ours.

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AN ATTITUDE SURVEY

A Welfare Staff Plays "Truth"

What the city of Chicago Welfare Administration learned when it solicited employe opinion, by the commissioner, G. J. KLUPAR.

WHEN the administration of a large public welfare agency invites its staff to play "truth," it ought to be ready to take the consequences — unflattering criticism as well as praise. If it is, the game will prove to be a valuable instrument of staff participation, for it brings forth uninhibited suggestions for improvement while throwing into relief the successful policies and procedures which have won wholehearted support.

This is what the City of Chicago Welfare Administration found when it made a survey of staff opinion on its program, policies, and procedures. Carried out through a questionnaire to be answered anonymously by every member of the staff—professional as well as clerical—the survey turned up approval and disapproval, extreme and modified, on almost every phase of the agency's operations. When the answers were boiled into a composite report by statistical analysis, one fact stood out clearly: that greater effort must be made on the part of management to acquaint the staff—"all the way down to the lowest paid employe"—with general knowledge of the purpose of the organization and its divisions, and of its policies and the reasons for adopting them. The survey, on the whole, bore out the old adage that what a person is not familiar with he is against.

Altogether, twenty-four questions were asked to which 250 employes responded. The greatest number of responses came from the professional group. Comments were requested as well as "yes" and "no" answers. About one fourth of the questions brought replies that were 75 percent favorable to the administration; one half, from 50 to 75 percent favorable; one fourth, less than 50 percent favorable. Here are the results, with some of the comments:

1. ***Do you consider your immediate supervisor just and impartial in his relationship with you?*** **Yes—90 percent.**

The suggestion was made that "supervising caseworkers be required to spend sufficient time in the field to acquaint themselves with the caseworker's present job and perspective."

2. ***Do you think you receive adequate and correct instructions?*** **Yes—80 percent.**

There were some complaints about the lack of sufficient time to devote to instructions and on the need for staff meetings in certain divisions. The suggestion was made that workers should have easy access to a concise manual of instructions, kept up-to-date with all obsolete material discarded.

3. ***Do you think you would be given fair consideration for a better job if one opened up and you qualified?*** **Yes—70 percent.**

The suggestion was made that when a job is open, everyone qualified should be tested for it.

4. ***In your opinion does your superior encourage suggestions from you?*** **Yes—80 percent.**

A number of employes reported that the supervisor's duties were too heavy to permit time for taking suggestions.

5. ***Do you think you are given proper recognition for all phases of your work?*** **Yes—65 percent.**

Comments ran: "Yes, except that the heads do not know what a lot of work we actually do." "Complaints about salaries may at times actually be complaints about inadequate recognition of the employe's service and quality of work." "Only obvious operations are recognized." "The planning, setting up, editing, and other operations that are helpful in producing the work are partially unknown to the supervisor and totally unknown to those outside the division."

6. ***If you were in your superior's place, would you name or suggest changes?*** **No—35 percent.**

Some specific suggestions were: Admit no interruptions during a conference period; rotate certain employes to acquaint them with all phases of the work; provide privacy for discussions; arrange for more intensive work for rehabilitation; give less time to clerical work, more to supervising; emphasize quality of work instead of quantity. One suggested plan, already put in operation, involves field trips to give the workers firsthand knowledge of community resources.

7. ***Do you think you receive sufficient information regarding the functions and programs of CWA?*** **Yes—70 percent.**

The basic criticism of those who expressed desire to be better informed was that information came largely from bulletins and that bulletins were "too numerous," "too technical," and "confusing." But, favorable comments were that bulletins, manuals, and supervision provide all necessary information; that the administration is to be commended for its full distribution of bulletins and for keeping staff currently informed.

8. ***Considering your intelligence, skill, training, physical capacity, experience, and temperament, do you think you could be better placed in CWA?*** **No—45 percent.**

Comments showed that many employes felt capable of filling other positions than those they held.

9. ***Do you think you are given encouragement to learn, improve and prepare yourself for advancement?*** **Yes—50 percent.**

Although a number of employes expressed their appreciation of opportunities to attend school, institutes, and conventions, others complained that time off is not given to pursue a higher education, and that taking extra courses does not increase one's salary. The discrimination against the clerical staff, which receives no opportunity nor credit for class attendance, was called unfair.

Two suggestions were offered: One entailed the establishment of a staff or employes' welfare department; another (which has already been acted upon by the administration), opportunity for the entire staff to attend meetings, lectures, and other activities that effect growth.

10. ***In your opinion is there need for change in any of CWA's policies relating to recipients of assistance?*** **No—50 percent.**

Suggestions for changes were:

(*a*) *Improve the family budget:* Increase food allowance; substitute cash for fuel and milk tickets; allow more money for moving and personal incidentals; liberalize coal policy for persons living alone; provide ice in winter months, when necessary, as well as in summer; provide regular laundry allowances where necessary; allow cash for clothing or improve quality of clothing distributed; increase budget for foster home care and institutional care for children. (These replies indicate that more information should be

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given by management to the staff in regard to the planning and problems behind the assistance programs. These needs are watched constantly. The food budget should be adequate as pricing is tested four times a year. Tickets for commodities such as coal, ice, and milk can be given to any dealer.)

(*b*) *Improve service to client:* Assist people according to their need; reward and give incentive to clients to get part time work and not budget full income; improve slow and complicated method of distributing clothing by issuing ration books and allowing recipients to select their clothing; improve present system of clinic care for children; give more consideration to health complaints of recipients; continue casework service after need for financial aid has ceased; reduce waiting time for first relief; reduce the number of cases each caseworker handles; provide more intensive casework in families to prevent removal of children from their own homes; improve attitude of clients toward the agency by better interpretation of policies; change policy that requires the aged and the lame to call for their checks; eliminate annual applications; review policy requiring recipients to obtain three bids before moving; liberalize policy with regard to restitution due for misrepresentation which occurred when relief was granted on the basis of a lower standard; strive for legislation that will eliminate residence as a requirement for assistance. (The aged and disabled do receive their checks by mail.)

11. ***Do you think there is need for change in regard to any of the organization's policies on public relations?*** **No—65 percent.**

Many wrote that they were not familiar with these policies. Others made suggestions. One recommended that the staff as a whole, and particularly the supervisory staff, be encouraged to participate in community activity relating to the welfare field conferences.

12. ***Do you consider there is need for change in the manner in which the public is informed about the responsibilities and work of CWA?*** **No—55 percent.**

It was suggested that articles in the newspaper regarding the size of the caseload and expenditures of the agency be supplemented with verbal pictures of our service to the community; our efforts to assist persons in time of need; and to rehabilitate them for community life; and our work in the children's division and in our placement service. (The staff seems to be unaware that newspapers do not publish all that is given to them.)

13. ***Do you think improvement is needed in the organizational plan covering the administrative lines of authority and functional subdivisions of CWA?*** **No—50 percent.**

A number of employes disapproved of the large number of supervisory employes. Others commented unfavorably on the caste system between "professional" and "clerical" workers. Some thought: "Too much authority is given and taken by the business office."

14. ***Do you think improvement is needed in interdepartmental relations?*** **No—35 percent.**

Many employes pointed to a need for interdepartmental exchange of information. A recurrent criticism was that divisions are too much interested in their own functioning, instead of adapting those functions to the objectives of the agency as a whole. (To cope with this problem the management has inaugurated trips by the staff of each unit to every other unit.)

15. ***Do you consider that your physical working conditions are satisfactory?*** **Yes 55 percent.**

The most frequent complaint was against improper lighting for close desk work. The need for a lunchroom was reiterated. Frequent complaints were made regarding poor furniture which tears clothing; inadequate drinking, toilet, and lounge facilities; crowded working conditions which prevent privacy of discussion; insufficient heating; draft; the need for more telephones. The suggestion was made that morale would be improved by some interior decorating to brighten up bare rooms: "Let's take away from social work the connotation of renovated warehouses as we have from social workers the connotation of dowdy women with run-down heels."

16. ***Are equipment and supplies at your disposal satisfactory for doing your work as it should be done?*** **Yes—80 percent.**

Many workers commented on the good quality of supplies. But a frequent complaint was the lack of promptness in receiving them, giving rise to a suggestion for stockrooms for each division.

17. ***Considering requirements made of you, do you think your pay (a) is fair in relation to similar jobs outside? (b) is fair in relation to other jobs in CWA?*** **Yes—55 percent and 60 percent.**

Several persons disclaimed knowledge of salaries for similar jobs in other organizations. Others maintained that "private agencies pay more; other professions, such as teaching, requiring similar academic training, pay much more. . . . Many employes have left for similar jobs in other agencies at higher salaries."

The subject of salary comparisons within the organization brought objections to the difference in pay between senior caseworker and supervising caseworker. One employe remarked that "caseworkers who are capable of performing supervisory jobs, but who are more valuable in the field should receive salaries comparable to that of a supervising caseworker." Another protested lack of recognition for additional training in social work. Complaints were made concerning the practice of granting higher induction rates to certain employes, thereby giving them higher salaries than those in the same classification who have completed a year's service.

18. ***Do you understand the methods used to arrive at your pay?*** **Yes—65 percent.**

A few employes maintained they understood the methods used, but considered them unreasonable. "Raises should be given after six months in the first year of employment." "Salary increases should be based on merit as well as length of service." Favorable comments were: "The agency is to be commended highly for personnel practices with regard to salary plans and the manner in which employes are informed of these plans."

19. ***Do you consider that the rules and regulations of CWA, in general, are reasonable and practical?*** **Yes—85 percent.**

Many employes advocated a longer vacation period, believing that cumulative sick leave should be allowed to lengthen the vacation by one week; others, a change in the vacation policy governing employes who resign. Some objected to the scheduling of vacations in January. A number indicated their belief that rest periods should be taken when employes feel the need rather than at specified times. "More emphasis is needed on the part each employe plays in the prime and ultimate purpose of the organization and in its general good will, and less on compliance to rules and regulations."

20. ***Do you think there is need for broader participation in the cooperative exchange of ideas before procedures are instituted or modified?*** **No—25 percent.**

It was the general contention that participation by the staff in formulating or revising procedures is essential. "Too many bomb-shells are dropped without warning. No time for adjustment is given." Some recognized the difficulties in providing for broader participation of the staff. (Unit heads participate in all proposed instructions and are expected to have their respective staffs assist them. Time requirements curtail this plan on occasion, and participation develops on a selective staff basis.)

21. ***Do you think improvement is needed in the methods of leadership employed in CWA's upper administrative level (division head or above)?*** **No—55 percent.**

A number of employes directed cri-

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ticism toward the attitude of certain heads toward their staff. "They are not concerned enough about the workers—their pay, rights, and working conditions." It was suggested that all division heads should talk over all organizational matters with their staffs. "In the division where this is the policy, it seems to me there is a much happier and more cooperative relationship." One comment ran: "The staff always appreciates and profits by direct presentation from the upper administrative level. This insures uniformity of interpretation and inspires confidence in the leadership of the agency. The staff should be well acquainted with its heads and have demonstrated assurance of their ability."

22. ***Do CWA's efforts toward a full discharge of its public obligation and its degree of success command your respect?*** **Yes—80 percent.**

Several employes expressed the opinion that a sincere effort is being made on the part of the administration, but a general criticism was that "The need for service to the client is lost in the many details, complicated procedures and attitudes of some workers."

23. ***Do CWA's efforts and success seem to command the respect of your associates in CWA?*** **Yes—70 percent.**

"We know the limitations under which CWA operates. CWA performance has improved through the years," some comments indicated. Opposing remarks included, "Professional morale is poor." "No one is particularly proud of the agency." "Sufficient emphasis is not placed on service."

24. ***Does it appear that CWA commands the respect of other agencies and people in the community in regard to its degree of success in meeting its obligations?*** **Yes—70 percent.**

Many employes pointed out that workers of private agencies often disparage CWA policies and performance. "CWA commands respect as a 'welfare' agency, but not as a social service agency." "Almost daily, other agencies comment upon our inability to meet emergencies and complete investigations later." "We do very little really professional work; contribute practically nothing to the thinking of the field. We should be the leaders in the field as we have the facilities, and the money too, for study and publishing of those studies." (These comments show the need for better interpretation of the organization to the staff.)

All of the attitudes expressed or implied are being given serious consideration in the agency's current plans. Many have already led to new emphases in administration practices.

Instead of Jail

WILLIAM J. ELLIS

New Jersey's Commissioner of Institutions and Agencies discusses alternative methods of caring for children held by the courts.*

THOUSANDS of children in this country are indiscriminately sent to jails each year, particularly since the war-caused rise in juvenile delinquency. Last year, in one southeastern state, there were more children in jail than there had been in any one of the previous fifty years.

In such institutions boys mingle with psychopaths, homosexuals, burglars, rapists, alcoholics; and girls with hardened women of the streets. Supervision, if any, is occasional and spasmodic. Idleness is the rule, the tedium of confinement being broken only by swapping lurid stories, shooting spitballs at electric light bulbs, or drawing obscene pictures on the toilet and cell walls.

Incarceration of children under these conditions for weeks, days or even hours is unquestionably damaging. Immature minds are impressed by the sophistry of jail conversation, which usually expresses an indifference to confinement, disparagement of court processes, and callousness even toward prison terms. Often the boy put in jail "to be taught a lesson" receives an advanced education in the philosophy and techniques of crime. Instances where the child in jail is constructively influenced by some able and conscientious sheriff, warden or matron are exceptional. Almost invariably, the child receives an indelible impression from his jail experience, is stigmatized by it, and has the problem of his adjustment complicated.

Many states, in recognition of these facts, have made the confinement of juveniles in jail illegal. But some of them provide no alternative plan for the temporary housing of children apprehended for delinquencies. Others either permit or require the counties to construct detention homes, but even where the legislation is mandatory sparsely populated districts are often excepted. Consequently, officials of many counties find themselves in the unenviable position of having no place for the temporary care of neglected or delinquent children and of violating the law if the jails are used.

There are states which permit children to be kept in jail but require their segregation from other prisoners. But even though segregation is strictly adhered to, the child is still stigmatized by jail commitment and though supposedly in for "just a day or two" runs the risk of remaining for weeks. Well-intentioned wardens often permit children to associate with other prisoners to avoid what would actually amount to solitary confinement for long periods. Others disregard the segregation provision altogether through ignorance or indifference.

Detention Homes

Relatively few counties have established detention homes. The average American county has only about 40,000 inhabitants and many have fewer than 10,000. Students of the problem agree that the typical county is much too small to operate a jail efficiently. If this is so, an efficient detention home is practically out of the question.

Large counties, able to provide good facilities and an expert staff, may be justified in building and operating a detention home. But even in such instances, difficulties often stand in the way of maintaining the institution on a satisfactory basis, for heavy pressures complicate management.

Institutions in general tend to be filled, if not overcrowded. Commitment to them comes to be regarded as a solution of a problem rather than as a temporary expedient. This happens in respect to detention homes as well as to jails, welfare houses, and institutions of other types. The result is that the average period of detention (which probably ought not to be more than seven days) gradually stretches. Courts, probation officers, social workers, and others interested in the child are lulled into a sense of security. So long as the child is "safe," there seems to be no urgent need for prompt action and speedy disposition of his case. Investigations sometimes drag into weeks or months, while court recesses cause additional delays. Sometimes "temporary" care runs as long as six months. Stays of one to two months are frequent.

Because of the slow turnover in cases, the number of children in custody grows rapidly, and the group under care becomes more heterogeneous. Soon there are "accidental" delinquents, whose problems arise principally from dependency, or from such factors as mental deficiency, psychopathic conditions, or poor school adjustments. These children are held with a second group which may include sex deviates, probation failures, and parole violators, whose pseudosophistica-

*The editors are grieved to learn, as we go on press, of the untimely death of Commissioner Ellis on March 11.

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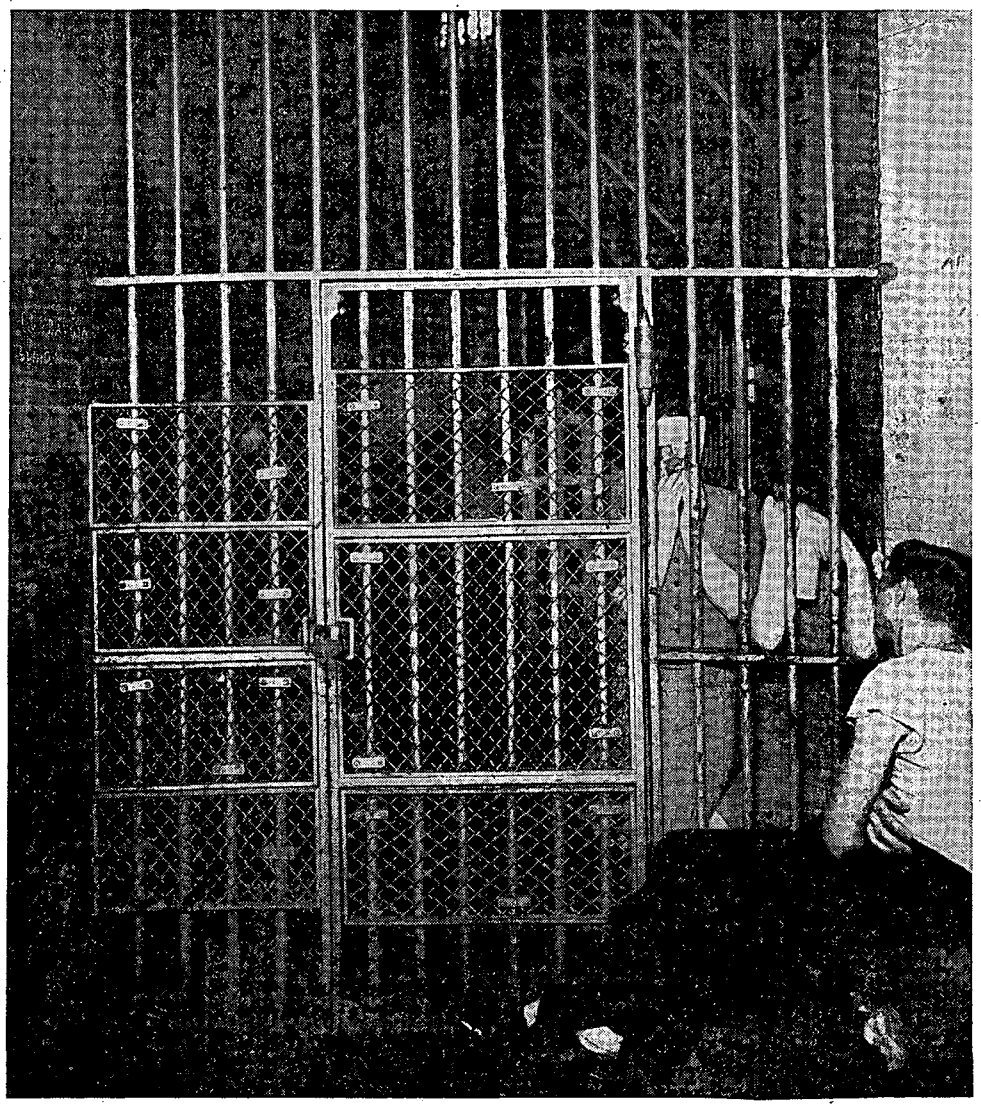
tion parallels that of some confirmed law breakers.

Twenty-four-hour segregation of children according to "types" is practically impossible. In many instances they are thrown into close association, and the detention home deteriorates into nothing more than a "junior jail" with practically all the criticisms of the parent institution applicable to it. Indeed, some detention homes may exert worse influences than jails because of the lack of older, more stable individuals whose presence might restrain young people from extremes of conduct.

Largely responsible for the mental and moral deterioration within detention homes, is the failure to provide active training programs. Theoretically, such programs have been considered unnecessary, because of the "temporary" nature of detention, but as the average stay lengthens the damaging effects of idleness become apparent.

Some homes employ an academic teacher to keep children up with their public school work. However, her pupils show such variations of ability and extremes of progress that, if she has to instruct a large number, her task of benefiting each one is almost impossible. Efforts to provide informal instruction in arts and crafts and in many related manual activities are usually more successful, probably because they constitute new interests and because they appeal more directly to the many children whose delinquency can be traced to failure in the more formal public school curriculum. Recreational pursuits are popular and highly necessary to prevent the damaging effects of idleness during the child's leisure hours.

The most important need of the detention home is a highly trained, conscientious superintendent and staff free from political interference and pressures. Employes must be experienced in dealing with delinquent children, trained in recognition of their problems and constantly alert to the ever-present possibility of contamination. The superintendent must accept responsibility for effective institutional management and for maintaining good working relations with community officials and agencies, at the same time impressing upon them the need for rapid and effective work so that studies will be quickly completed and cases promptly adjudicated. If such high-grade personnel is obtained and if the intake is properly limited, a detention home in a large community can serve a useful purpose.



Some county jails, where juveniles are held, do not even segregate the sexes

Delegated Responsibility

For communities of medium size, existing child welfare agencies or institutions may well be assigned responsibility for the detention of juveniles awaiting final hearing. Bergen County, N. J., affords an outstanding example for such a plan. In that community, the county child welfare department, charged with responsibility for emergency care of both dependent and delinquent children, operates a home which serves as a clearing house and affords temporary shelter for both groups. It was established some twenty years ago, after the late Dr. Hastings Hart of the Russell Sage Foundation and I studied the problems of child dependency and delinquency in the county and recommended an institution which would serve as a study center and provide temporary care. It has succeeded because its board of managers has held steadfastly to fundamental policies and because the home has had an extraordinarily able superintendent. Both have been helped by the constant advice of a very wise Juvenile Court judge. The practice of placing many apprehended delinquents in the custody of parents or relatives helps keep down admissions.

The children remanded to the home are carefully classified. Each child receives thorough medical and psychological examinations supplemented, when indicated, by psychiatric testing. Meanwhile, caseworkers of the department secure essential data regarding the history of the child and his family, so that such information is available for the Juvenile Court judge within a few days. Though the average stay is short, there is instruction in craft work and a good recreation program. Because the number under detention is low, it is possible to give individual instruction in each child's school courses. Homework assignments are stressed, since an appreciable number of the children eventually return to school.

To prevent long-continued stays, the judge and superintendent review progress on individual investigations several times each week. Final disposition is made as soon as the case record is complete, the hearing being held in an informally pleasant room at the Children's Home. Discharged cases are followed up at intervals by the home's social workers to make sure that recommendations made by the court are being carried out.

Because the number of delinquents in custody constitutes a relatively small proportion of the total number under care

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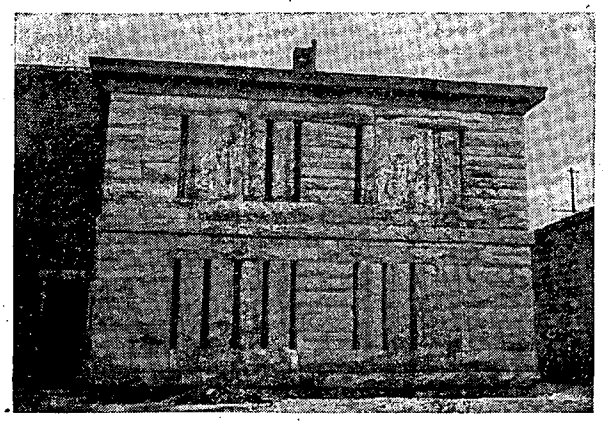

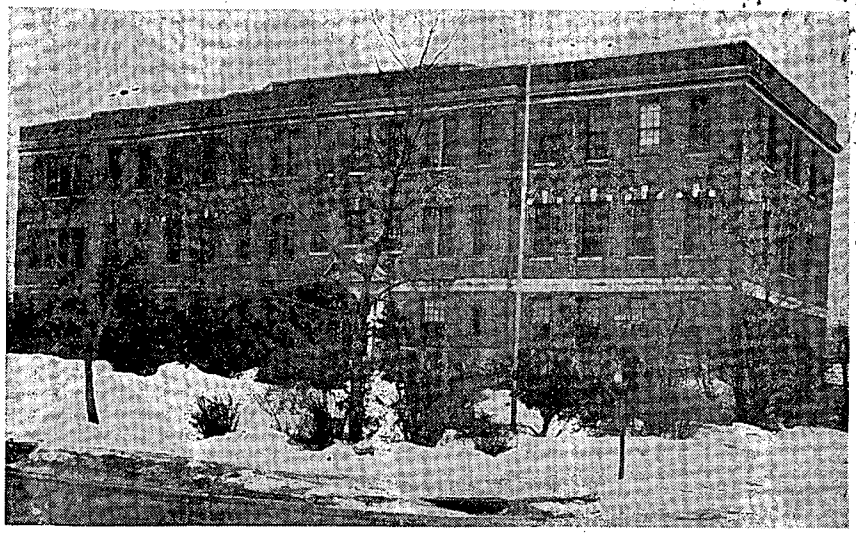

An ancient county jail still in use in Kentucky is a gloomy contrast to the modern juvenile detention home in Bergen County, New Jersey

in the community, the public regards the institution as a *study center* and no stigma is attached to the child who is sent there. In fact, many persons in the community call the institution for advice of various kinds, such as where they might place their children while the mother is hospitalized or while some other family emergency is weathered. All of the institution's dependent children of school age and some of the delinquents attend public school classes, a practice which also tends to ward off stigma.

Home Placement

Many sparsely settled communities with only a few delinquency cases each year have found successful alternatives to congregate detention for care while court cases are pending. Chief among these is the use of the child's own home or of a foster home until the court or referee has the necessary information to make final disposition of the case. The plan is practicable for approximately 80 percent of the children in conflict with the law. It has several demonstrated advantages.

It is important to realize that a high proportion of charges against children brought in for delinquency are finally dismissed. Many cases not dismissed are closed after a short period of treatment or are continued without formal supervision. A large number of children are placed on probation. Those whose offenses are serious enough to require ultimate commitment to institutions usually account for no more than 15 to 20 percent of the total number arrested. Congregate detention, even temporarily, of the great majority of children, whose treatment does not require institutionalization, would seem unnecessary and contradictory to the accepted philosophy of hearing cases in informal session. These children are better off in their own homes, with relatives, or with foster parents.

Home placement usually benefits the individual child. If his own parents are considered fit, placement with them is most logical. Though continuing to live in his normal environment, the child is likely, because of the trouble he is in, to develop a new appreciation of the protection the home affords and a better understanding of his parents and their concern. Furthermore, placement of children in their own homes is a means of impressing upon parents the fact that they are responsible for their own children.

Even a foster home, if carefully selected, can bring benefits. There a child without a suitable home of his own may observe affection and closely knit relationships, a regard for the rights of others, and the shared responsibilities which contribute to the well-ordered family unit. Farm homes often have special advantages in that they provide a wealth of exciting interests which open up a new world to the city-bred and develop a new sense of responsibility. Another advantage of home placement is that care beyond the "temporary" stage is not accompanied by the dangers present in institutions. Actually, long periods of waiting for the case to be settled at times bring advantages so that the child's ability to adjust is evident by the time of hearing.

The cost of a home placement program is low and in that point lies another real advantage. Children kept in their own homes usually represent no maintenance expense to the public. Only a few foster homes may be needed in such a program, but these should be selected with utmost care. The rate of remuneration should be high enough to compensate for the frequent "turnover," for the inconvenience of accepting children in emergencies, and for the close and constant supervision which at times is necessary.

But the community with such a program must provide suitable accommodation for that relatively small group who cannot be provided for through home placement. Included in this group are psychopathic or mentally deficient children, children who are physically ill, and children whose attitudes and actions are such that placement in families would involve danger and excessive risk. While most communities may deal with no more than one or two such children each year, their custody and control may require more time, effort, and attention than a dozen more tractable cases.

Difficult Children

A satisfactory plan frequently employed is the provision of one or two secure rooms in some acceptable state, county, or private charitable institution or hospital, to be used for children on a purely temporary basis. Such institutions are likely to have the necessary personnel to provide the required supervision. In some instances, they are well equipped to render other special services.

Larger communities which can afford the proper facilities and adequate personnel may well operate a detention home. However, to insure its effective use, an investigating or coordinating agency must insist upon *purely temporary shelter and must insure adoption of a progressive program* to occupy the children even for the few days that they are detained. Desirable segregation and classification practices must be instituted, and supervision by intelligent personnel should be constant. Use of the detention home should be reserved principally for children presenting acute problems. The unit should also serve as a point where specialized services for children under arrest can be coordinated and integrated.

Regardless of the size of the community or the facilities available, the value and effectiveness of any program of juvenile detention will depend upon the personnel responsible for its operation. If the agency charged with this function constantly stresses its basic duty to protect all children, the program will not be subject to the criticism which it has often justifiably received.

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THE COMMON WELFARE

Reorganization

Proposals for reorganizing and expanding the U. S. Office of Education, in order to improve its services and strengthen its leadership, have been outlined by John W. Studebaker, commissioner, in his recent annual report. The plan, if adopted, would treble the office's personnel, thus enabling it to develop its six major lines of work: collection and analysis of information on education in the various states and in other countries; formulation of educational standards for schools and colleges; provision of services of a national character, such as the collection of statistics and the conducting of surveys; evaluation of educational trends; provision of consultative services on organization, administration, and curriculum to states, school systems and institutions of higher education; coordination of government activities relating to education.

Under the proposed set-up the commissioner would be aided by two assistant commissioners, one to be responsible for the divisions of school administration, auxiliary services, central office services, and international educational relations; the other to supervise the divisions of elementary, secondary, vocational, and higher education. In view of the importance of education to future developments in the postwar world, special emphasis would be placed on the division of international education.

The commissioner's report emphasizes the fact that a strong national education office can be an influence for good without in any way exerting control. Altogether, the plan, which already has the approval of the President and of the Bureau of the Budget, would add 240 persons to the office's staff at a cost of $600,000—not an excessive amount for the constructive influence it would have on education in this country. The proposals are now in the hands of the House Subcommittee on Appropriations, which will hold hearings soon.

Anti-Discrimination

By a vote of 49 to 6, the New York State senate on March 5 passed the Ives-Quinn bill, outlawing discrimination in employment "because of race, creed, color, or national origin," and fixing sharp penalties for infringement. The measure was approved by the assembly a week earlier, 109 to 32. Governor Thomas E. Dewey actively supported the bill, and his early signature is taken for granted by both friends and foes of the legislation.

Every attempt to weaken the bill as submitted by the Temporary State Commission Against Discrimination was defeated. A major factor in securing prompt action in both houses was the public hearing that opponents forced in the hope of killing the proposal or securing drastic modifications. Some 400 persons attended the hearing, and those advocating the measure included spokesmen for the Protestant, Roman Catholic, and Jewish faiths, as well as for labor and Negro organizations. Opposition came chiefly from representatives of employer groups.

New York thus becomes the first state to establish the right to employment without religious or racial bias, as a civil right, and to enact a statewide program to wipe out job discrimination (see *Survey Midmonthly*, February, page 50).

The Horner Report

It is probably no secret that the medical and dental schools of many universities have long practiced racial and religious discrimination in the form of "quota systems" for student selection. However, the fact that our country is engaged in a fierce struggle against an enemy which has demonstrated to what horrors a consistent policy of racism can lead, might seem to provide an incentive for eliminating this imperfection in American democracy. Doubly shocking then were the reports recently submitted to a congressional Committee on Education, to New York University, and to Columbia University by Dr. Harlan H. Horner, secretary of the American Dental Association's Council of Dental Education, recommending that dental schools select their students "from racial groups presenting a more balanced picture of the citizenry of the nation."

There is, however, one heartening aspect in the appearance of these reports. Already events indicate that they may act as a boomerang and eventually eliminate the very practice that Dr. Horner wishes to foster. So far, their recipients have registered only disgust at the recommendations. Even the American Dental Association, in whose name they were issued, has denounced them. They have directly stimulated a demand in Congress for an investigation by the House Un-American Activities Committee on racial and religious discriminations in colleges and universities. They have also spurred three important committees of the National Education Association to telegraph President Roosevelt requesting the establishment of a National Fair Education Practice Committee. The urgency of such a step was stressed last month by Dr. Alonzo F. Myers, chairman of the Department of Higher Education of New York University, when he pointed out that veterans seeking to resume their education under the G.I. Bill "must not be thwarted by quotas and other forms of racial and religious discrimination."

Food Front

Apt to be lost sight of in the tide of fast-moving war news, Yalta reports, and the impending San Francisco conference, is steady progress on another international front. Sixteen nations have already accepted the proposals of the Interim Commission established by the 1943 Hot Springs United Nations Conference on Food and Agriculture. Congress will be asked to take early action on United States participation. As soon as four more nations accept the recommended constitution, the Food and Agricultural Organization (FAO) of the United Nations will become an accomplished fact.

The broad concern of FAO will be with the levels of nutrition and standards of living of the people of the whole world. Its general objectives are to bring about greater efficiency in the production and distribution of food; to better the conditions of rural people; to contribute thereby to an expanding world economy. In contrast to UNRRA, which is a temporary body, responsible for direct relief operations, FAO will be a permanent organization, serving primarily as a clearing house—a fact-finding, educational, and consultative agency. It will assemble periodic reports from its member nations on all matters relating to food, nutrition, agriculture, forestry, and fisheries; engage in special research in these same areas, and where possible coordinate research by its member governments; plan and call international conferences; initiate recommendations and provide a technical staff available on request to any nation wishing advice or assistance on particular problems or projects.

The proposed constitution provides for affiliation with any general world organization. If the Dumbarton Oaks proposals are adopted, FAO would report not only to its own member nations but also to the general assembly of the United Nations security organization. A $2,500,000 budget is proposed for the first year, of which the United States would

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be called upon to provide $625,000. For the succeeding four years, a $5,000,000 budget is recommended. Although the general structure parallels UNRRA, with a conference made up of all member nations, a smaller executive committee, and full time secretariat, the great powers do not have automatic representation on the executive committee.

Labor in London

Committed unanimously "to work together for the creation of a powerful democratic world trade union federation at the earliest practicable date," the World Trade Union Conference adjourned its London meeting on February 17. A further meeting will be held in Paris, "not later than the end of 1945." Meanwhile, a committee of forty members, with headquarters in Paris, will serve as the conference spokesman. This committee is also charged with responsibility for shaping the new organization, the draft constitution of which is to be circulated before the next meeting. Walter Citrine, secretary of the British Trades Union Congress, is chairman of the continuation committee, the American members of which are Sidney Hillman, head of the Amalgamated Clothing Workers, R. J. Thomas, president of the United Automobile Workers, and James B. Carey, secretary of the CIO.

The London meeting brought together delegates from thirty-five countries, representing more than 60,000,000 workers. The most troublesome factor in the twelve-day discussions was the extension to the international field of the present split in the American labor movement. The American Federation of Labor refused to send representatives to London because of the presence there of CIO and USSR delegates. Its leaders announced that if the CIO and its affiliates, and the Soviet Russian unions are admitted to the new world trade union federation, the AFL will not be a member. Rather, the AFL will continue to support the International Federation of Trade Unions, which voted recently to continue to bar CIO and USSR unions from membership.

In spite of this note of disunity, the final report of the conference was adopted without a dissenting vote. How broad was the common ground of the meeting is indicated by the preamble to this document, which stated that "full agreement on the objectives of a speedy and uncompromising victory, enduring peace, eradication of fascism, international collaboration in the economic sphere, full employment with rising standards of living and security for men and women of all nations, and a democratic society assuring political and civil equality and opportunity for all" had been achieved at London.

It will be the complex task of the continuation committee to blueprint the machinery for labor's participation in international effort to these ends.

Savings Bank Insurance

A bill which would still further reduce the cost of over-the-counter life insurance in New York was introduced in the state legislature on March 1. This measure would raise the total amount of savings bank life insurance an individual can purchase from $3,000 to $7,500.

Back of the bill lie many years of experience with this tool for thrift and security devised by the late Louis D. Brandeis when he was a Boston attorney. Savings bank life insurance, by eliminating the expense of the agency system, provides sound life insurance protection at savings of about 15 percent as compared with ordinary company policies, and up to as much as 48 percent, compared to certain weekly premium policies.

In Massachusetts, which enacted a savings bank life insurance law in 1907, there are now more than 200,000 policyholders, and some $250,000,000 of SBLI in force. The Massachusetts law limits the amount of SBLI a policyholder may carry to $1,000 in each issuing bank. With thirty banks in the system, a maximum of $30,000 would be legally permissible, but the banks have voluntarily fixed a limit of $10,000.

The New York law was enacted in 1938. Under it, there are now 49 issuing banks, 40,000 policyholders, and $45,000,000 of SBLI in force. The restriction of $3,000 written into the law rigidly limits the amount of this low cost insurance a New Yorker can buy. To increase the present limitation to $7,500, SBLI officials submit, would mean eventual savings sufficient to increase dividends by approximately 10 percent. At the same time, it would permit people to buy more nearly adequate amounts of protection at minimum cost. The measure has the support of the state banking and state insurance departments, and of many citizen groups.

Conference Progress

THE National Conference of Social Work is going to meet in 1945. The fact is now clear, though there will be no central meeting in Milwaukee as originally announced. In its place there will be scores of smaller meetings going on simultaneously in all parts of the country. The conference plans to by-pass wartime transportation barriers to its functioning, by eliminating the necessity of transportation from its scheme of things (see *Survey Midmonthly*, February 1945, page 50); and indications are that these plans are taking hold. Already, nearly one hundred communities have expressed interest in holding one day conferences on May 28, or at some time during that week.

Eight cities have notified the office that they will definitely hold a meeting. Three state conferences have indicated that they will use some adaptation of the plan in lieu of holding statewide conferences this year. No prediction can yet be made as to how many "little national conferences" will be held altogether, for requests for participation are still coming in.

Last month the editorial committee for the 1945 Conference Proceedings met and, on the basis of recommendations from the various section chairmen, selected nearly fifty topics and authors to be included in the Proceedings. More than half of the persons chosen have already agreed to prepare papers. Their manuscripts will be the core of program material for local meetings. Each local committee planning a conference will select from the list of manuscripts six or eight papers which seem to hold promise for discussion purposes in their community. Copies of the requested manuscripts will be prepared at the National Conference office and forwarded to each local committee prior to May 28.

Each local community will then use its own ingenuity in what seems to be the best method of presenting the contents of these papers.

This plan obviously cannot take the place of the annual meeting of the National Conference of Social Work, for many of the values of that meeting cannot be duplicated on a local level. It is an emergency effort to serve the constituency of the Conference in the best and most feasible way possible this year. We have the faith to believe that through it social work in many communities across the country will secure some new knowledge, new vision, new inspiration. Perhaps not the least value will be the sense that will come to the participants that although they are meeting in small groups they are part of a mighty force convening throughout the country for a common purpose and with a common goal.

—HOWARD R. KNIGHT

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HERE IN WASHINGTON

THE HOUSE COMMITTEE ON Military Affairs has rewritten the so-called nurses' draft bill, or the Nurses' Selective Service Act of 1945 as it will be known if passed, and expects to bring it up on the floor under a rule in the immediate future. Passage, however, is uncertain. The President has asked for the measure. The War and Navy Departments are clamoring for it, and a very representative group of nurses has declared it essential if the army is to reach its goal of 60,000 nurses by June 1. But Congress, on the whole, is reluctant. It is torn between fear of the consequences if the army fails to get the nurses it says it must have and a very positive disinclination to "draft" women.

The new bill, HR 2277, proposes to register for military service if needed every "unmarried female" who has reached her twentieth year but not her forty-fifth, and who has been, or is eligible to be, a registered nurse. Procedure is to follow that of the Selective Service Act of 1940.

The needs of the civilian population are recognized in a provision that no nurse shall be classified by her Selective Service board as available for induction if she has been declared by the Procurement and Assignment Service of the War Manpower Commission to be engaged in an essential civilian nursing service. Nurses employed in a hospital operated by the Veterans Administration are also exempt, unless released by the VA. This provision does not apply to graduates of the U. S. Cadet Nurse Corps who, under the bill, must be the first inducted if qualified. Incidently, watch for a battle on this provision of the bill.

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THE HOUSE COMMITTEE ON Labor, having found "that the practice of discriminating in the matter of employment, and in matters relating thereto, against properly qualified persons because of their race, creed, color, national origin or ancestry, leads to domestic and industrial strife and unrest and forces large segments of the population into substandard conditions of living," has reported the Fair Employment Practice bill, HR 2232. Both Mary Norton of New Jersey, chairman of the committee, and Joseph Baldwin of New York had bills before the committee on the subject. The bill reported is a combination of the two.

The bill creates a Fair Employment Practice Commission with authority, through cease and desist orders, to enforce the purposes of the legislation. It is specifically stated that all government contracts shall include anti-discrimination clauses.

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BACKED BY THE VETERANS Administration, a bill has been introduced, HR 2253, giving commissions to VA nurses. The VA has been asking the War Department to give their nurses shoulder straps and a uniform for some time, but the department has turned a deaf ear. In the meanwhile, the VA nurses have been resigning in droves to join the Army or Navy Nurse Corps. The advantages of veterans status are only too obvious to these girls in daily contact with discharged servicemen.

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THE VANDENBERG RESOLUTION, S. Con. Res. 3, calling for an investigation by the Joint Committee on Internal Revenue of old age and survivors insurance under the Social Security Act has been approved. The committee is to make a study and investigation of OASI in respect to coverage, benefits and related taxes, with a deadline of October 1, 1945 for filing its report. The investigation may serve as an alibi for postponing action on the bills proposing expansion of the social security system. Senator Wagner has not yet re-introduced his bill, although he expects to do so soon.

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IN HIS ANNUAL REPORT TO CONgress, Surgeon General Parran said that 40 percent of men of military age, 6 percent more than in 1918, had been found unfit for military service through failure to pass the physical examination. Public health advances, said Dr. Parran, have not kept abreast of scientific discoveries.

Speaking for the U. S. Public Health Service, Dr. Parran recommended construction of 2,400 public health centers scattered throughout the country to be integrated in a system of rural, district and base hospitals. Under this system "every medical specialty and specialized diagnostic or treatment equipment would be available to any patient in need of them and to every physician." The report ties in with the legislation recommended by the Pepper subcommittee.

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THE SENATE AGRICULTURE COMmittee's investigation of Aubrey Williams' fitness to be chief of the Rural Electrification Administration has had a distinctly mediaeval tone. As the committee delved into Mr. Williams' adolescent religious conflicts, it was almost possible to smell the heretics burning. The testimony brought to light such matters as the $75 which Mr. Williams once borrowed from the father of one of the witnesses (he repaid the loan) and his failure, expressed in a church lecture upon his return from abroad after World War 1, to reconcile Christianity with social conditions as he observed them.

A GOVERNMENT GUARANTEE OF A postwar job for every person able and willing to work is proposed by E. A. Goldenweiser, chief economic adviser of the Federal Reserve Board in a recent article in the *Federal Reserve Bulletin* (hardly one of the pinker publications).

Mr. Goldenweiser sets the employment goal at 58,000,000 rather than the President's 60,000,000. Far from seeing 58,000,000 jobs as day dream or fantasy, Mr. Goldenweiser is convinced that failure to get them will mean the end of the free competitive system in this country. In dollars and cents terms, he thinks that it would cost less in the long run if the government guaranteed the jobs than if the war is followed by another deflationary cycle.

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THE WAR DEPARTMENT ORDER permitting communists to become candidates for commissions has thrown Congress, and more especially Chairman May of the House Military Affairs Committee, into a tizzy. Mr. May has appointed a subcommittee to investigate.

The army directive says, in part, that a commission or candidacy for a commission cannot be denied when such action is "predicated on membership in or adherence to the doctrines of the Communist Party unless there is a specific finding that the individual involved has loyalty to the Communist Party as an organization which overrides his loyalty to the United States."

No such finding, the directive further declares, "should be based on the mere fact that the individual's views on various social questions have been the same as the views which the Communist Party may have advanced."

Rose Schneider

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THE COUNTRY OVER

Among the States

Forty-two of the forty-four state legislatures meeting this year were already in session by the middle of last month. An analysis of their governors' messages, made by the Council of State Governments, showed that veterans affairs head the list of their concerns. The council reports that where state veteran departments or commissions are already established, the trend is toward the centralization of administration. Other states are scheduled to create new commissions or make temporary commissions permanent.

Other recurring gubernatorial recommendations look to: the use of surplus funds for postwar building and public works programs; liberalization of unemployment compensation, old age assistance and workmen's compensation; encouragement of urban redevelopment, slum clearance and the construction of low cost housing; improvement of state education systems.

Unfinished Business

The Texas Social Welfare Association is concentrating its legislative efforts this year on seven major goals: liberalization of the aid to dependent children program; an appropriation for the construction of a training school for delinquent girls; the appointment of a children's code commission; establishment of a tax-supported school of social work within the University of Texas; expansion of state child welfare agencies; authorization of a system of adult probation within the courts; passage of a state child labor law.

The association has put the ADC program at the top of its list. Its goal of raising budgetary standards to take maximum advantage of the federal matching provisions would require an amendment to the state constitution to eliminate a $1,500,000 yearly limit on total ADC payments. A joint resolution to this effect has already been introduced into the lower house but, according to the association's *Legislative Bulletin*, has little chance of being passed by the senate, unless outside pressure becomes strong.

Achievement of an adequate program for a training school for Negro girls would complete business begun seventeen years ago, when the legislature first authorized the construction of such a school but made no appropriation for it. At present, there is no way of treating delinquent Negro girls in the state of Texas except through probation. A house bill, which would again authorize such a construction, has already been referred to the committee on appropriations.

Promises and Defeat

The state of Oregon may soon have a Department of Veterans Affairs headed by a director and a seven-man commission, all gubernatorial appointees. A bill to this effect, recently introduced into the legislature, has the support of thirty-five agencies and organizations which have programs in behalf of veterans.

Five bills affecting the state's old age assistance program have also been introduced. Only one of these—which would eliminate the $40 maximum—has the organized backing of social workers through the state conference of social work and the state chapter of the American Association of Social Workers. The others, according to social work spokesmen, "reflect the interests of old age and other pressure groups and do not appear to be in conformity with Social Security Board requirements."

Two other bills would provide for a joint merit system for the State Public Welfare Commission, the State Board of Health, and the Unemployment Compensation Commission, the three state agencies receiving federal funds.

One piece of proposed social legislation that has already met with defeat from the Oregon lawmakers was an anti-discrimination bill sponsored by the National Association for the Advancement of Colored People. Strong opposition came from hotel and restaurant owners.

Mental Health Program

Six bills have already been introduced into the Ohio legislature to carry out the twenty recommendations of the governor's committee on a mental health program, appointed last year. (See *Survey Midmonthly*, January 1945, page 24.) If adopted, they will empower the welfare department to establish, maintain, and operate state institutions for the mentally ill, mentally deficient, epileptic and psychopathic, as well as penal, reformatory and correctional institutions; permit the handling of mentally ill children at a separate hospital or separate unit of a hospital; authorize state care of mentally ill, epileptic, or mentally deficient persons elsewhere than in institutions; establish a central registration of mentally deficient persons; require the state welfare department to provide special institutions for the custody, care, and treatment of mentally deficient offenders and of the criminally insane.

Another bill would appropriate $25,000,000 for a welfare building program to be carried out under a commission of nine members, including the state welfare director, the commissioner of mental diseases, two members of the legislature, and five gubernatorial appointees. This bill has the backing of the Congress of Industrial Organization and of the Columbus Citizens Committee on Welfare Legislation.

Among other social proposals, the Ohio legislature has a state FEPC bill in its hopper. Introduced in the senate last month, the bill would create a commission on fair employment and prohibit discrimination in employment based on race, color, creed, origin or ancestry.

The Ohio Public Health Association is backing a bill which would create a commission of nine members to make a survey of tuberculosis and tuberculosis institutions in the state.

Settlement Requirements:

Social work organizations in two midwestern states—Wisconsin and South Dakota—are campaigning for abolition of local settlement requirements for eligibility for relief. The Wisconsin Welfare Council is urging the state legislators to follow Rhode Island's suit and abolish all settlement laws, thus "throwing overboard this philosophy of poor relief inherited from the Elizabethan era." So far, however, the only bill introduced in this regard is one which would cut the period required to gain or lose legal settlement for relief purposes from one year to three months.

In South Dakota, the state conference of social work urges the abolition of state residence as well as local settlement requirements. Such requirements, the conference points out in a legislative bulletin, create "delays in the granting of assistance which cause undue hardship and contribute to further and more serious problems such as delinquency and illness." Other legislative recommendations made by the South Dakota conference would liberalize aid to dependent children grants and raise the age limitation to eighteen, remove the present $30 maximum from

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old age assistance, provide for the licensing of hospitals, maternity homes, nursing homes, convalescent homes and related institutions, as well as of boarding homes for children.

Conference Fruit

Seeds planted at the annual meeting of the Tennessee Conference of Social Work nearly a year ago, have produced two child welfare bills scheduled for introduction to this year's legislature. The bills would modernize the state's adoption laws and provide for the licensing, inspection, and regulation of children's boarding homes. They first began to germinate at the meetings of the conference's section on legislation, following which a statewide committee of social workers, lawyers, business men, and club women were appointed to draft legislation. They are being promoted by the Legislative Council of Tennessee, which is composed of representatives from the state social work conference, the Parent Teachers Association, and the Association of Business and Professional Women.

Veterans

In January, New York's *PM* carried a series of eleven articles on the Veterans Administration by Albert Deutsch, who handles much of this newspaper's social welfare reporting. After a three-month study, Mr. Deutsch found "much that was good, and much that was bad. The good is only what our veterans deserve. The things that are bad are sufficiently bad to handicap gravely the readjustment of hundreds of thousands of veterans to useful lives."

The largest part of the series was concerned with the hospital and medical care program—"The world's biggest medical care system, with the possible exception of the Soviet Union. There are now ninety-four Veterans Administration facilities, including hospitals and custodial homes, with nearly 100,000 beds. The VA's long range program envisions 300,000 beds ultimately." Failure to use internes, lack of relationship with medical schools, low salary scales for doctors, "pension mindedness," complete segregation of Negroes, were among the criticisms made of the general hospital administration.

Four articles dealt with the VA's psychiatric program, which now includes "thirty neuropsychiatric facilities, or hospitals. . . . Over 41,000 of the VA's 76,000 patients belong to the neuropsychiatric category." Mr. Deutsch contends that "thousands of New York veterans with psychiatric ailments are failing to get the rehabilitative treatment they need desperately and should be getting from the Veterans Administration." He criticizes the failure to provide facilities for outpatient treatment. A concluding article deals with charges made by Robert Hegler, an attendant at the Lyons, N. J., mental hospital, regarding mishandling of inmate patients.

As this issue of *Survey Midmonthly* goes to press, *PM* is beginning to run a new series by Mr. Deutsch on the VA's tuberculosis program.

Jobs and Training

On the whole, disabled veterans so far have encountered little difficulty in finding jobs, reports Edward M. Lewis, public relations director of the Veterans Administration. At the end of 1944, only 9,359 had registered for the bureau's rehabilitation training courses, while 150,000 entitled to training had not bothered to fill out the training application forms. Full employment is seen as "a tremendous morale builder" by Mr. Lewis, because veterans are not only earning good pay but have the satisfaction of boosting the war effort.

A recent release from Brig. Gen. Frank T. Hines gives the 1944 record of veterans taking advantage of the educational provisions of the "GI bill of rights." As of December 3, 1944, 36,778 veterans had made application under the bill, 33,256 had been approved, and 12,864 were actually receiving education. Of these latter, 9,671 were in colleges and universities; 1,979 in trade schools and business colleges; 326 in teachers' and normal schools; and 275 were taking on-the-job training.

Homeward Bound

A great majority of veterans plan to return to their home towns after the war, according to a recent study made by the information and education division of the Army Service Forces. Only one in ten among white enlisted men indicated a desire to move to another state than the one in which he lived before the war. Among Negroes, two thirds expected to return to their home states. The Pacific Coast particularly appeals to white soldiers who expect to shift residence, while the main stream of Negro migration will be from South to North.

Miscellany

In its hospitalization plans, the Veterans Administration is considering segregation of younger World War II veterans from older veterans of World War I. At present, the two groups are separated in neuropsychiatric hospitals, but there is some feeling that separation of chronic from more recent cases would be wise in other institutions. . . . A report from New York State's Veterans Commission especially stresses the need for state psychiatric facilities. . . . American Red Cross service to veterans increased 150 percent during the past year. . . . Only minor changes in curricula and teaching methods are needed to adapt college courses to veterans' needs, according to Dr. Benjamin Fine, educational editor of *The New York Times,* who spoke at a recent forum at the University of North Carolina. . . . A recent survey by the United States Steel Corporation shows that many severely handicapped veterans are satisfactorily qualifying for jobs. . . . The American Legion's medical advisory board is launching a national health program for discharged servicemen. . . . New York's Hudson Guild Neighborhood House has opened a consultation service for the wives and parents of servicemen as well as for the veterans themselves. . . . A Veterans' Music Service is being launched by the New York City Center, under the direction of Leopold Stokowski. Besides sponsoring a series of programs by the City Symphony planned especially for veterans now hospitalized in Greater New York, the project will offer advisory service to veterans interested in music as a profession or hobby.

Security

Broadening of the social security program to include millions of workers not now covered is urged in a report on the present system recently released by the Life Insurance Association of America and the American Life Convention. The report was prepared by a joint committee of the two life insurance organizations. The committee recommended that social security be extended to such groups as agricultural and domestic workers, government employes, railroad workers, and the self-employed.

The life insurance experts doubt the wisdom of merit rating. They also hold that "compulsory old age insurance is not comparable to private insurance; hence analogies based upon the latter, and advocating a full reserve fund, lack pertinence."

The committee proposes a review of the processes by which eligibility and benefits are determined, and specifically suggests that present minimum old age benefits of $10 a month be raised to $20 ($30 for an aged couple) with no increase in the present maximum of $85 a month.

The committee underscores its conclusion that the entire problem of financing old age benefits should be re-examined: "A revised tax schedule should be de-

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veloped which would make it unnecessary for Congress to go through what now appears to be an annual process of deciding what next year's tax rate is to be."

Merit Rating

The Social Security Board in Washington rejected the age base plan for rebating unemployment insurance taxes, the basis for two measures pending (at this writing) in the New York legislature. No state legislation affecting unemployment insurance can become effective without the approval of the federal board. The age base plan would have set up a formula for relating rebates to the number of years that an employer has been in business, without regard to the stability of his payrolls or the number of his employes applying for and receiving unemployment benefits. The reason given by the board for the rejection of the wage base plan, as reported by *The New York Times,* was that "the time an employer has been in business does not bear any direct relationship to the risk of unemployment."

Disability Benefits

The need for a cash sickness and disability insurance program is urged in the annual report of the North Carolina Unemployment Compensation Commission. Outlining a plan to compensate wage losses suffered by workers through temporary illness or disability, the report proposes a separate sickness compensation fund established from tax contributions "at a rate no less than 1.5 percent on workers' wages up to $3,000 a year." The program would cover employes of all employers subject to the unemployment compensation law. It would be administered by the unemployment compensation commission, with requirements as to waiting period, wage credits, duration of payments "and probably also the benefit schedule" following unemployment compensation practice.

Railway Benefits

Peak production and transportation of the war period are reflected in the annual report of the Railroad Retirement Board, which administers the unemployment and old age insurance program for railway workers set up under the Railroad Retirement Act. In 1943-4, "unemployment insurance operations . . . were at the lowest level in the history of the program." Only 4,680 railroad workers were paid benefits for unemployment beginning in this fiscal year, as compared with 15,600 in 1942-3, 74,800 in 1941-2, and 162,000 in the last prewar year. The total amount of unemployment insurance benefits paid out last year was $547,000, as compared with $17,700,000 in 1940-41.

From the American people

The rags they are wearing attest to the clothing needs of these three Yugoslav youngsters happily emerging from a refugee camp storeroom with new apparel presented by "the people of the United States." It is to help meet such needs among some 125,000,000 other Europeans as well as among unnumbered millions in the war-devastated areas of the Far East that the United National Clothing Collection was organized. Representing a united effort on the part of the United Nations Relief and Rehabilitation Administration and several voluntary war relief agencies in the United States, the organization will begin a nationwide drive on April 1, for 150,000,000 pounds of good, used clothing. The collection will be organized on a communitywide basis through representative leaders of selected local organizations. Headquarters are at 1 Maiden Lane, New York 5. Chairman of the Collection is Henry J. Kaiser.

Relief and Reconstruction

Returning from London to this country for a brief trip last month, Fred K. Hoehler, director of the division of displaced persons of United Nations Relief and Rehabilitation Administration, reported agreements with allied military authorities for handling an estimated 11,000,000 persons brought to Germany from other countries for enforced labor. Control will be retained by the military command, but UNRRA will supply some 450 "teams" to perform relief functions worked out for them by agreement with Supreme Headquarters, Allied Expeditionary Forces. Mr. Hoehler estimated that 40 percent of the displaced persons in Germany will "start to walk" when Germany collapses, if the weather is good. UNRRA expects to use former German hotels, schools and youth camps as assembly centers, equipped with food, medicine, and necessary repatriation authority.

In the Philippines

Col. E. M. Grim, a former and long time resident of Manila, is in charge of the army's program for liberated internees in the Philippines. Medical care and hospitalization is in charge of Col. Howard Smith, U. S. Army Medical Corps, of General MacArthur's staff. Colonel Smith was well known as medical director and chief quarantine officer of the Philippine Islands before the war.

General MacArthur has promised that liberated persons will be sent home as soon as the military situation permits and shipping space is available. War veterans as well as civilian employes of the navy and government are being given back pay due them immediately, while government funds are being made available to others who may need financial assistance.

War Relief Reports

Nearly $23,000,000 was contributed to Russian War Relief, Inc., in cash and gifts in kind during 1944. Approximately $8,000,000 in cash came through the National War Fund, while clothing, medical and surgical supplies, household kits and miscellaneous relief items valued at $14,675,000 were contributed to the agency directly. . . . In Rome, Italy, Myron C. Taylor announced that 200,000,000 garments had

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been distributed to 650,000 persons from supplies donated through American Relief for Italy, Inc. Some 3,000,000 pounds of clothing, milk, vitamins and medicines arrived in January and it is hoped that future supplies will average 1,000 tons a month. . . . During 1944 the International Rescue and Relief Committee maintained representatives in France, Switzerland, Turkey, Italy, Sweden, and Mexico. Hundreds of anti-fascist refugees were aided in escaping the Gestapo. The main French office is now located in Paris.

China's Needs

The best way to bring effective relief to China, with the funds available, is to use these funds to rehabilitate and improve her economy, concludes the recent study of "China's Relief Needs" by the National Planning Association. Although some direct relief will be needed as an emergency stop-gap, any attempt to provide food and clothing directly for all of China's needy would be an impossible task. The program outlined by NPA stresses improvement in transportation, restoration of agriculture, alleviation of war-created health problems, restoration of the Chinese textile industry, general industrial rehabilitation. Total cost of such a program is estimated at $3,500,000,000 in American currency, the bulk of which would be financed by China. UNRRA has been asked to contribute 37 percent of the necessary emergency imports, or less than $1,000,000,000 worth.

Church Reconstruction

Postwar problems of "Reconstruction and Inter-church Aid in Europe" are analysed in excerpts from three papers prepared by Dr. W. A. Visser 't Hooft, general secretary of the World Council of Churches. These have been reprinted by the council's American Committee for the Church Committee on Overseas Relief and Reconstruction. Among the main objectives named are: reconstruction of dispersed congregations; provision of Christian literature; reconstruction of Christian youth movements; reconstruction of home missions and Christian social work; rebuilding of destroyed churches; creation of common national headquarters. An international center to give general guidance and leadership is also proposed. Price 15 cents, from the committee, 297 Fourth Avenue, New York 10.

National War Fund

A review of past years' operations and future National War Fund prospects at a recent conference of state war fund executives, brought out the following facts: the total raised in 1944 campaigns was $115,120,000; the 1945-46 budget cannot yet be estimated, but will probably not be more than the budget for 1944-45; present plans are for a full fledged campaign between October 1 and November 1, 1945. Future foreign relief demands are admittedly obscure. Reasons for the obscurity were given as: failure of UNRRA to clarify its role; diplomatic confusion in regard to the status of the Baltic states; lack of official decision regarding responsibilities for the Philippines; difficulty in obtaining reliable information about liberated areas. In general, the fund sees its first responsibility towards agencies serving our armed forces. Allocation to foreign relief agencies will depend on future developments.

Housing and City Planning

Last December the Urban Housing Management Association, Inc., nonprofit organization in New York City's Harlem, celebrated its first birthday. Founded under the inspiration of James Felt, New York City real estate operator, the organization functions on the premise that local building management, close to the needs of the neighborhood if intelligently administered, can take care of the interests of both landlord and tenant to a degree not possible under the usual remote-control system of management.

The UHMA began its operations with three old law tenements. By the end of its first year banks, insurance companies, estates, corporations, and one cooperative had turned over to this organization forty-three buildings containing more than 600 dwelling units. In addition to its tenement management, the USMA has conducted free training courses for Negro managers. Today, 70 percent of the repair work in buildings managed by UHMA is done by local firms—compared to 25 percent a year ago.

More War Housing

National Housing Administrator John B. Blandford, Jr., announced last month that his agency would ask Congress for funds for 36,000 more units of temporary public war housing and for authorization to insure additional mortgages on houses to be built by private industry. Both requests, he said, are necessary to meet new demands resulting from expanded production of critical war items in 100 communities. Because of these demands and shortages of labor and materials, NHA's previously announced program to ease restrictions on building privately financed homes for others than inmigrants, is temporarily held up.

Supreme Court Decision

Attempts by the city of Cincinnati to stymie the public housing program by taxing housing authority projects were stopped in January by two rulings of the Supreme Court of the United States. Both decisions were unanimous. In one, the highest court reversed the Ohio State Supreme Court, which approved the taxing of the Laurel Homes on the ground that the United States Housing Act was unconstitutional. In the other case, the court upheld a decision of a Federal District Court that Congress was within its powers in declaring public housing properties tax exempt.

The G.I.'s Home

Many "housers" and planners are urging a general overhauling of the home loan section of the G.I. Bill of Rights on the ground that as now set up it neither safeguards the best interests of the G.I., the local community, nor of the country. Backing up this view, in the January issue of *Public Housing*, organ of the National Public Housing Conference, 1015 Fifteenth Street, Washington, D. C., Charles Abrams, author and lecturer on housing, summarizes what he regards as the bill's major defects. He argues: the bill unduly encourages home ownership for a group of people who subsequently may find the necessity of meeting fixed charges a too-difficult burden; its two-year limit to the period after the war in which loans may be applied for might influence a veteran into taking premature action; the artificial stimulation of the demand for homes, added to demands of the civilian population, will result in higher building costs; the bill's appraisal methods leave the door wide open for further price inflation; with no definite standards prescribed by law or regulations, high upkeep costs, speedy obsolescence and speedier foreclosures may result. Pointing out that veterans housing should be viewed as part of the over-all housing program—one which recognizes the needs of renters as well as of owners, slum dwellers, and others—Mr. Abrams warns that unless some over-all planning is undertaken, the opportunity offered today for the redevelopment of our cities will be by-passed and a period of home deflation may set in.

In Print

"Citizens Look at Public Housing" is a symposium on the Pittsburgh Housing Authority and its operations, by the members of the board of the local

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citizens housing association. Price $1 from Pittsburgh Housing Association, 519 Smithfield Street, Pittsburgh, Pa. This study was made at the invitation of the housing authority, and offers an example of how a citizens group can supplement the work of official bodies. . . . *The Journal of Housing,* published monthly by the National Association of Housing Officials ($4 a year from NAHO, 1313 East 60 Street, Chicago 37) covers current developments in the housing field, with special emphasis on efforts to better all types of public administrative practice in housing. . . . "Where Do We Go From Here?" is a study of the rehousing needs of families now living in buildings on the site of the future Metropolitan Housing Corporation's Stuyvesant Town, soon to be built under New York's Redevelopment Corporation Law. Price 50 cents from Committee on Housing, Community Service Society, 105 East 22 Street, New York 10.

Race Relations

With the goal of expanding their work "in making interracial cooperation a reality in the United States," the National Urban League and the Urban League of Greater New York last month announced plans for a joint fund-raising campaign for $350,000. Heading the drive is Elmo Roper, director of the *Fortune* public opinion polls. The money raised will go to a joint pool, to be known as the Urban League Service Fund, from whence it will be divided between the two agencies on a mutually agreed upon plan. It will be used in carrying on the agencies' regular functions in helping Negroes adjust to urban life. Special emphasis is being placed this year on community organization and planning in the fields of housing, health and recreation; industrial and labor relations; public education for interracial cooperation.

The drive, which begins this month, will extend to the end of April.

Negro Nurses

The majority of white adult civilians in this country would willingly accept care from Negro nurses in hospitals, according to a nationwide sampling of opinion conducted last month by the National Opinion Research Center of the University of Denver. Of 2,532 persons interviewed—men and women, rich and poor, young and old, in cities, towns, and rural areas in all sections of the country—57 percent answered "all right" to the question: "If you were sick in a hospital, would it be all right with you if you had a Negro nurse, or wouldn't you like it?" On the other hand, 42 percent "wouldn't like it" and one percent were undecided.

The survey indicated that the more education people have, the more apt they are to be willing to have a Negro nurse. Seventy percent of the persons with a college background answered "all right," while only 53 percent of persons with a high school education gave this answer and 45 percent of those whose education stopped at grade school. There was also a decided sectional variation in the opinions: 62 percent of the northerners and westerners had no objections to Negro nurses, while only 42 percent of the southerners would be willing to receive hospital care from them.

Honor Roll

Last month, the New York Public Library announced the names of the twelve Negroes and six whites (individuals, organizations, or institutions) placed on its Honor Roll of Race Relations for 1944. The names were chosen as a result of a nationwide poll conducted by the library's Schomburg Collection of Negro Literature.

The Negroes chosen were: *The 92nd Division of the U. S. Fifth Army,* for its record in the Italian campaign; *Thurgood Marshall,* legal counsel for the National Association for the Advancement of Colored People, for winning before the U. S. Supreme Court the case outlawing the Texas white primary; *Benjamin E. Mays,* president of Moorehouse College for his election as vice-president of the Federal Council of Churches of Christ in America; the *American Negro Theatre,* under the direction of Abraham Hill, for stimulating the little theatre movement; *Mabel K. Staupers,* president of the National Association of Colored Graduate Nurses, for her campaign for the integration of Negro nurses into the army and navy; *Rayford W. Logan,* for his successful fight against opposition to publication of the symposium, "What the Negro Wants"; *Joseph James,* at the Marinship Corporation, for his successful struggle through the California Courts to outlaw segregated labor unions for Negroes; *E. Franklin Frazier,* for his election as president of the Eastern Sociological Society; the *Negro Newspaper Publishers Association,* for launching a survey of West Africa; the *Rev. Adam Clayton Powell, Jr.,* for his election to Congress; *John H. Johnson,* for his work in founding and editing the *Negro Digest; Claude "Buddy" Young,* half-back of the University of Illinois, for equaling the football record of "Red" Grange.

The white persons and organizations placed on the honor roll include: the late *Wendell L. Willkie,* for his crusade for minority rights; radio station *WMCA,* New York, for its weekly program "New World A-Coming," radio dramatization of Negro life and race relations; *Sachs Quality Furniture, Inc.,* for its series of paid advertisements urging religious and racial unity; *Howard Fast,* for his novel, "Freedom Road"; *Esquire Magazine,* for stimulating an appreciation of the Negro musician through its jazz books, the *American Federation of Labor* for including a Negro Woman, Maida Springer, in its good will exchange of women labor leaders with England.

Smith Advance

During 1945-46, Smith College in Northhampton, Mass., will have the first Negro on its faculty in the college's history. She is Adelaide Cromwell Hill, Smith alumna of the class of 1940, whose appointment as instructor in sociology was announced last month. The move coincided with a demand in the student newspaper for Negro representation on the faculty as proof of the college's sincerity in advocating racial equality. Besides her Smith degree, Mrs. Hill has an M. A. from the University of Pennsylvania and is studying for a doctorate from Harvard University.

Interracial Committee

Last month in New York, the City-Wide Citizens Committee on Harlem met to hear one of its members, Roi Ottley, *PM* war correspondent and author of "New World A-Coming," tell of race relations in the army as he found them on the European fronts. Mr. Ottley spoke of the comparatively good relations between Negro and white American soldiers in Italy where the Negroes have been in combat on the air and on the ground; and of the tension among the races on the Western Front in France where Negroes are used only in labor and service battalions.

The City-Wide Citizens Committee on Harlem, an interracial and inter-faith group of civic and religious leaders, established three years ago, has set itself the task of interpreting the needs of the Negro and putting pressure on public and private agencies to improve conditions in all of New York's "Harlems." Recently it has been concentrating its efforts in support of the Ives-Quinn anti-discrimination bill which has been introduced in the state legislature. (See page 82.)

During the past three years the committee's efforts, in cooperation with those

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of other agencies, have helped to achieve: the opening of municipal nursing schools to Negro students; the appointment of Negro doctors to the staffs of city hospitals; the employment of Negroes in one of the city's large banking houses; amendments to the city budget withholding tax exemptions from housing projects which discriminate in tenant selection because of race, color, or creed, and withholding city funds from children's institutions which practice discrimination.

Co-chairmen of the committee are Algernon D. Black, executive leader of the Society for Ethical Culture, and William T. Andrews, assemblyman in the New York State legislature. Its executive secretary is Charles A. Collier, Jr.

Neighborhood House

The New York section of the National Council of Jewish Women recently completed the reorganization on an interracial basis of Council House, its community center in the East Bronx. Renamed Forrest House, the center is now under the management of an interracial board, which has also accepted full financial responsibility for it. The reorganization, begun a year ago, was stimulated by a rapid shift in the racial character of the neighborhood population. The completion of the move to make the house more respresentative of the neighborhood is being celebrated this month at an interracial dinner, with Mrs. Franklin Delano Roosevelt as the featured speaker.

Education

In a sharp report on the situation at the University of Texas, the American Association of University Professors demanded the reinstatement of the president, Homer P. Rainey, removed by the board of regents on November 1, 1944, as "an assurance that the principles of academic freedom and tenure would again be observed at the University of Texas." The report, published in the winter number of the association's quarterly *Bulletin*, was stated to be an "interim report." A final report will be issued after representatives of the association have studied testimony given before an investigating committee of the Texas state senate. The interim report, which is signed by Ralph E. Himstead, general secretary of the association, includes this comment: "Statements made by these regents [of the University of Texas] to the representatives of the association make it clear that they regard this relationship [of the regents to the president and the faculty of the university] to be that of a private employer to his employes, a relationship in which the regents are not debarred by any moral restrictions beyond their own individual sense of expediency from imposing their personal views and prejudices upon the teaching of the university and from employing the power of dismissal to gratify their private antipathies and resentments."

Schoolbooks for Aachen

The first tiny step toward the reeducation of Nazi Germany is reported from Aachen. There, officials stated last month, 20,000 new school books are being printed under the supervision of the military government. At that time, no schools had yet been opened in Aachen, but Allied officials hoped soon to find enough teachers free from Nazi entanglements to start classes up to the fourth grade. The new textbooks were compiled from German texts in use before 1933, copies of which were sent to Aachen from Washington.

Army Illiterates

An encouraging report of progress made by illiterate and non-English-speaking inductees in reaching "functional literacy" was made by Paul A. Witty, Northwestern University psychologist, who recently returned to his campus post after serving nearly two years as chief of the army's program for soldiers below a fourth grade level in tool subjects. Of those entering the program, 90 percent learned to read and write, and qualified for basic training. The average trainee "made the grade" in eight weeks. "Some men finish in three weeks. A few—mostly non-English-speaking men — are retained twelve or even sixteen weeks in exceptional cases."

In his report Mr. Witty attributes much of the speed in training to small classes, correlation in teaching related subjects, and the use of novel visual aids such as comic strips, film strips, and graphic portfolios.

According to recent figures, Mr. Witty states, 16,000,000 Americans are "unable to read a newspaper intelligently or write a correct letter."

In Print

The Educational Policies Commission of the National Education Association publishes a 150-page survey of "Federal Activities in Education," including the land-grant colleges and universities, occupational training, health and welfare activities related to education, education for national defense, emergency education activities, the United States Office of Education, special conferences and committees, and miscellaneous educational activities. Price 50 cents from the commission, 1201 16th Street, N.W., Washington.

Manpower

Strike threats loom in two major industrial fields. The Textile Workers Union (CIO) last month released 100,000 members in fifty-three mills from the "no strike" pledge taken by organized labor shortly after Pearl Harbor. This is the first break in the pledge by a CIO affiliate. In announcing the action of the TWU executive committee, the union president, Emil Rieve, stated that cotton textile workers have "lost faith in the National War Labor Board." Mr. Rieve said that the 100,000 workers involved, received increases in 1942 of 7½ cents an hour, bringing their rates up to 47½ cents generally, though voluntary agreements have in some cases raised them to 50 cents an hour. The day before the TWU acted, the War Labor Board ordered a minimum wage of 55 cents an hour for 50,000 northern and southern textile workers, under its authority to correct substandard wage rates. In explaining the new level, which provides an increase of at least five cents an hour for the workers affected, the WLB stated that the union had requested 60 cents. The board added that it had found that the cotton textile industry "pays the lowest wages of any basic manufacturing industry in America."

On February 26, the policy committee of the United Mine Workers formally filed notice under the Smith-Connally act of intention to call a nationwide strike of 450,000 soft-coal miners on or after April 1. The notice does not mean that a strike necessarily will occur, but rather that one may be called legally after thirty days if the union and the operators fail to negotiate a new contract before the present contract expires on March 31. Miners now receive a basic rate of $1 an hour, with overtime after forty hours. It is generally understood that the union will demand an increase of at least 25 cents an hour in the basic rate, portal-to-portal pay, night shift differentials, and a "royalty" to the union on each ton mined.

Direct Bargaining

An appeal to employers and workers to rely more on collective bargaining and less on the War Labor Board to settle their disputes was made last month by William H. Davis, chairman of the WLB. "Too often," he said, "the board finds a tendency among both unions and employers to drop small differences into the board's lap for settlement rather than to seek agreement through negotiation. This delays the settlement of major issues, since the board refers back to the parties issues it feels have not been adequately

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negotiated." Mr. Davis warned that "labor and management may find they have surrendered their liberty by asking the board to settle every issue between them."

Migrant Workers

Better living and working conditions for the migrants who harvest and process New York State's fruit and vegetable crops were urged in a report last month by T. Norman Hurd, director of the State Farm Manpower Service. The recommendations were included in a report to Gov. Thomas E. Dewey, and it is generally believed that legislation embodying them will be introduced, and will have the governor's support. Mr. Hurd stated that 135,000 seasonal workers were employed last year, and that the same number will be required in the 1945 season. Of these about 115,000 lived at home; 10,000 vacationists, Jamaicans, Bahamans, and prisoners of war were housed in public camps; and 10,000 were migrants, recruited mainly from the deep South, who were housed in private camps. The Hurd program is intended primarily to meet the needs of migrants. (See "They Harvest New York's Crops," by Kathryn Close, in the January *Survey Graphic*.) The program includes: stricter enforcement of state sanitary code standards, and provision of workmen's compensation, medical care, and child care centers.

New Skills

Growing recognition on the part of business and industry of the need to utilize skills developed in the armed forces is reported in a study published by the United States Chamber of Commerce. The report was made by the manufacture committee, and was based on a survey of company veteran programs in operation throughout the country. The general policy of the companies surveyed is to provide employment opportunities for returned veterans more liberally than is required under the Selective Service Act. Through special provisions for interviewing and placement, these organizations seek to recognize and use special training, aptitudes, and leadership qualities developed in service.

California Employment

A canvass of California's wartime employment picture, and its postwar job outlook has been made by the Labor Force and Employment Group of the State Interdepartmental Committee on Postwar Research. A popular presentation of major findings is available in a brief pamphlet, "How Many Jobs for Californians?" from the Reconstruction and Reemployment Commission, 631 J Street, Sacramento 14, Calif.

The survey revealed that in the war period California has gained more new jobs and new workers than any other state, with an increase of 37 percent in the total labor force, as compared with the national average of 21 percent. At the same time, the number of civilian jobs showed a 40 percent rise, as compared with a national increase of less than 20 percent.

Because of increases in wartime population, the return of servicemen, and the desire of many women war workers to remain in the labor market, the report estimates that "California's postwar labor force will number not less than 3,600,000 and probably not more than 4,000,000 representing from 700,000 to 1,000,000 more job seekers than in 1940."

The report declares that "with the smoothest readjustment and the highest probable level of business activity in California, there could be jobs for 3,200,000 the first year after demobilization." Within three or four years after the war, the survey sees this employment level raised to a total of 3,500,000.

This report sees the gap between probable job seekers and foreseeable jobs filled by broadened social security programs, increased living standards, technological improvements, making earlier retirement possible through increased productivity and earnings during the working years.

Professional

Two new schools of social work have been accepted for provisional membership in the American Association of Schools of Social Work. They are the Nashville School of Social Work, Nashville, Tenn., Lora Lee Pederson, director; and the graduate School of Social Service of Our Lady of the Lake College, San Antonio, Tex., Rita M. Fleming, director. The School of Public Affairs and Social Work of Wayne University, Detroit, is now a full member, and the application of the school at the University of British Columbia has been accepted for study.

The Indiana University social work curriculum was recently reorganized as a separate Division of Social Work, with Grace Browning as the new director.

Interpretation

To develop informed backing for constitutional changes required to set up a new state department of health and welfare in Missouri, the George Warren Brown Department of Social Work, Washington University, St. Louis, has organized a series of public forums on the principal issues involved. Among the speakers featured so far have been Austin MacCormick, executive director of the Osborne Association; Marietta Stevenson, professor of social welfare administration, University of Illinois; Dr. Harry C. Solomon, professor of psychiatry, Harvard Medical School; Dr. Reginald Atwater, director, American Public Health Association. An informal question and answer period followed each lecture.

Conference Cancellations

Further reports on conference cancellations to comply with the request of the Office of Defense Transportation include all scheduled regional meetings of the American Public Welfare Association; the American Home Economics Association's annual meeting; the National Convention of the American Association of University Women; and five state conferences of social work: those of Virginia, Iowa, Oregon, Washington, and Arkansas.

Institutes

The School of Citizenship of Syracuse University is offering a three-week training institute for policewomen. The subjects covered include the community role of the police department and its relation to other agencies; techniques and methods; criminal laws, the courts and prosecutions. The charge of $100 includes tuition, board and lodging, and use of books and library facilities.

An Institute of Community Organizations and Leadership will be held in New York June 10-29, under the anspices of Barnard College and the New York School of Social Work. The institute is to be directed by an administrative committee consisting of Mrs. Eugene Meyer, author of "Journey Through Chaos," chairman; Prof. Willard Waller and Dr. Mirra Komarovsky of the department of sociology, Barnard College; Walter Pettit, director of the New York School of Social Work; Mrs. Robert Alston Stevenson, Yonkers Social Planning Council, and Virginia C. Gildersleeve, dean of Barnard College.

Labor and Counseling

"Whereas many employes of the company are in need of competent advice for the solution of out-of-plant problems which affect nevertheless their performance on the job, and whereas company and union are both interested in making such advice available to all employes of the plan . . ." reads the introduction to a recent agreement providing for forty in-plant welfare referral agents, signed by

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the International Resistance Company of Philadelphia and Local 105 of the United Electrical, Radio and Machine Workers of America, CIO. The union will select and train forty employes, who will be allowed time off from their jobs to perform counseling services, and who will be paid by the company at the same rate as shop stewards. . . . A worker's personal service bureau was set up in Brooklyn last month by a group of CIO affiliated locals, cooperating with the Brooklyn Social Planning Council and the Welfare Council of New York. The bureau will channel union referrals to the various social agencies of the city. . . . A ten-week course in the California Labor School will acquaint union leaders with the types of service available from the social agencies of their communities.

How to Plan

Designed for the hundreds of smaller communities whose interest in community organization has been stimulated by war emergency problems, Community Chests and Councils, Inc., has just published a guide to "Health and Welfare Planning." The main sections cover such topics as: what community councils do; how to get started; principles of organization; how councils operate; some important relationships to other planning bodies, including local, government, the community chest, and national agencies. Appendices give a suggested constitution and by-laws for a council and a selected bibliography of CC and C publications. Price 25 cents, from Community Chests and Councils, Inc., 155 East 44 Street, New York 17.

People and Things

A Committee for the Study of Recent Immigration from Europe, composed of a group of trained specialists and headed by Dr. Maurice R. Davie of the Yale University sociology department, is making a study to determine how well refugees who have come to the United States within the last ten years have adjusted to this country, socially and economically. The committee will also attempt to survey the special character and extent of contributions made by recent immigrants to American cultural and economic life. The study is under nonsectarian auspices—sponsored by the National Refugee Service, the American Committee for Christian Refugees, American Friends Service Committee, Catholic Committee for Refugees, and the United States Committee for the Care of European Children. Results will be announced in the fall.

Honors

Associate Justice Frank Murphy of the Supreme Court of the United States recently received two awards within two weeks for "significant contribution to the growth of human brotherhood." The first, the 1944 citation of the League of Fraternal Organizations of the Jewish Education Committee, was made on January 28, at the league's annual free scholarship dinner at the Hotel Astor. The second, the American Hebrew medal presented by the *American Hebrew*, was awarded to the justice for being "one of the foremost exponents of the fight against anti-Semitism." . . . Officials of the U. S Department of Labor have presented to Secretary of Labor Frances Perkins a scroll citing her accomplishments during her twelve years in office as well as her work in the International Labor Organization. . . . On Lincoln's birthday, Mrs. Mary K. Simkhovitch, director of Greenwich House in New York City, received the twelfth annual Lincoln Medal award presented by the Abraham Lincoln High School, Brooklyn, for "distinguished service to the city of New York."

Job Changes

John Collier, Indian Commissioner, is resigning "to extend his interests to the Indians of the entire hemisphere," according to announcement in *The New York Times*. Nomination of his probable successor, William A. Brophy, who has been chief of the Puerto Rican section of the Division of Territories and Island Possessions of the Department of the Interior, is due to reach the Senate soon.

On February 1, F. Glenn Wood assumed new duties as associate director of the New York War Fund, leaving Cincinnati, where he had been associate director of the Community Chest of Cincinnati and Hamilton County. In New York City he will assist Virgil Martin, director of the fund.

Wendell J. White has joined the Massachusetts State Department of Education as supervisor of the Pittsfield office of the division of vocational rehabilitation. He was formerly rehabilitation director of the Essex Sanatorium.

In Hawaii, Laura Draper is the new director of the Bureau of Public Health Nursing of the Territorial Board of Health. She had served for ten years as director of the Community Health Service of Minneapolis, Minn.

Marian Schibsby is resuming her former position of associate director and editor of the "Interpreter Releases" of the Common Council for American Unity in New York City. Miss Schibsby replaces Cecilia Razovsky Davidson who is now overseas with the United Nations Relief and Rehabilitation Administration.

Rev. Robbins Wolcott Barstow, of Hartford, Conn., president of the Hartford Seminary Foundation, has been appointed director of the new commission for world council service of the American Committee for the World Council of Churches. This commission, under the chairmanship of Dr. T. A. Greene of New Britain, Conn., is related to the Department of Reconstruction and Inter-Church Aid of the World Council, and to the Church Committee on Overseas Relief and Reconstruction.

Resigned

J. Blaine Gwin, American Red Cross executive for nearly a quarter of a century, retired on February 1. At the time of his retirement he was director of records and reports, insular and foreign operations, at Red Cross national headquarters. Mr. Gwin has written many articles on social work, among which were

Dr. S. Josephine Baker

A pioneer in the extension of health opportunities for children, Dr. S. Josephine Baker died in New York on February 23. The medical profession has probably never included a firmer believer in "an ounce of prevention" than Dr. Baker who, as first director of New York City's Bureau of Child Hygiene, fought for and won the establishment of health stations throughout the city, as well as the assignment of doctors and nurses to the public schools. She served as the bureau's director from 1908 to 1923, during which time the infant death rate dropped from 144 per 1000 live births to 66 per 1000. The numerous barriers she, as a woman physician, had to surmount on the road to her achievements, are portrayed in her autobiography, "Fighting for Life," published by Macmillan in 1939.

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reports published in the *Survey* magazines based on a study he made of conditions in Mexico after the Mexican Revolution.

Big Gifts

In 1944 residents of New York, Chicago, Philadelphia, Boston, Baltimore, St. Louis, Los Angeles, and Washington, D. C., contributed over $160,000,000 to philanthropic causes, according to information from the John Price Jones Corporation, fund-raising counselors of New York. This is the largest sum contributed since 1931, when the corporation first started to make a yearly study of philanthropic giving. It exceeds by 16 percent the $138,000,000 contributed in 1943.

Publicly announced bequests declined about 15 percent, from $40,710,881 in 1943 to $34,677,696 in 1944; but gifts to education were $15,218,790, compared with gifts of $1,915,380 in 1943. More than 78 percent of the total contributed this past year went to American war organizations, community war chests, and foreign relief agencies, showing that the major part of American philanthropy today is concerned with the war effort. The study includes only the larger gifts noted in the press of the cities involved.

Renamed

The Brooklyn Bureau of Charities has formally changed its name to Brooklyn Bureau of Social Service. The change, considered for many years, was made after a sampling a year ago of 1,000 contributors, workers, and beneficiaries of the service showed a majority to be in favor of dropping the word "charity."

Deaths

Dr. Caroline B. Zachry, director of the Bureau of Child Guidance of the New York City public school system, in New York at the age of fifty. Director of the bureau since May 1942, she was the first woman to hold this position.

Polly Carter Field, since 1941 director of the division of press and public relations of the New York City Department of Welfare, in New York on February 22. She had been an assistant in the department since 1934, and previously had worked on newspapers in Baltimore, San Francisco, and Brooklyn.

Mrs. Margaret Dreier Robins, a pioneer in the improvement of industrial conditions for women and children, on February 21, in Brooksville, Fla., at the age of seventy-six. Mrs. Robins joined the New York branch of the National Women's Trade Union League in 1903, served as president of the Chicago branch, and was elected president of the national league. She held this position for fifteen years. She helped with the organization of the Chicago Federation of Labor, during the early days of organization of the garment industry, and later founded a school for workers in the labor movement. During the first World War, Mrs. Robins was chairman of the Department of Women and Children in Industry of Illinois, and chairman of the National Council of Defense.

Bill Lamson, former representative of the CIO War Relief Committee, killed in action near Aachen, Germany, in November 1944, at the age of thirty-two. Mr. Lamson was an active member of the union movement, who worked vigorously for a closer relationship between unions and social work. Previously he had been with the Transport Workers Union, the United Automobile Workers, and the State, County and Municipal Workers, CIO; and had helped in the organization of the Greater Detroit and Wayne County Industrial Union Council. In 1942 he was on the administrative staff of the Office of Civilian Defense.

Comment

To the Editor: The article on "A State Cancer Program," by Alice June Dritz appearing in the January 1945 issue of *Survey Midmonthly*, gives a very erroneous impression of cancer control activities at the present time, as well as of those inaugurated prior to the erection of the Ellis Fischel State Cancer Hospital at Columbia, Mo.

In the opening paragraph: "The first and only state hospital in the United States, erected, equipped, and administered by a state for the treatment of cancer alone, has been in operation in Columbia, Mo., for over three years," the impression is given that this hospital is the first and only state cancer hospital in the United States.

This is unfortunate, since individuals in other states who helped in the formation of the Missouri program and who take justifiable pride in its real accomplishments are disturbed that so excellent a program has been given an artificial build-up.

Missouri was the sixth state to inaugurate a program and the third to have a state cancer hospital. Pondville Hospital, the first state cancer hospital in Massachusetts, antedated the one in Missouri by more than ten years. The Massachusetts Department of Public Health was instrumental in formulating the Missouri program. In 1928, Dr. Lombard was invited to go to St. Louis to discuss with the local physicians the cancer program in Massachusetts. Later, on several occasions, Dr. Ellis Fischel came to Boston and went over in detail the Missouri plans, including blueprints of the hospital, in order that he might obtain more information based on the Massachusetts experience. Following Dr. Fischel's death, Dr. Taussig sought information here, as did Dr. Ackerman, the present medical director of the Ellis Fischel State Cancer Hospital, who received his cancer training as a resident at Pondville Hospital.

While the impression created by the opening paragraph is erroneous, literally the statement is true as the Missouri hospital is the only one that was *erected, equipped* and *administered by a state* for the treatment of cancer *alone*. The New York State Institute for the Study of Malignant Diseases dates back, under another name, to 1898. It was primarily intended for a research institution. In 1910, it was decided to add a thirty-bed wing for cancer patients. Later, additional beds were added.

In 1927, Pondville Hospital in Massachusetts opened. The buildings used were those formerly used by the state for another purpose and only one section of the building was new construction. It was equipped and administered by the state for the diagnosis and treatment of cancer and precancerous lesions. The Monsignor Roche wing of the Westfield State Sanatorium was erected, equipped, and is administered by the state for the treatment of cancer and precancer, while the adjoining wing is for tuberculosis cases.

There is a state cancer hospital in Texas, administered by the University of Texas.

The one unusual feature of the Missouri hospital is its method of admission. Patients must be medically indigent and certified by the County Court. It is my impression that the Missouri hospital otherwise is being conducted on lines similar to the other state cancer hospitals, all of which are endeavoring to ease the cancer load for their respective communities.

I hope this matter will be called to the attention of the readers of your magazine.

Vlado A. Getting, M.D.
Commissioner, Massachusetts Department of Public Health

Editor's Note: The editors regret that the most distinctive characteristic of the Missouri cancer program, the fact that the service is exclusively for the medically indigent, was lost in editorial revision of Miss Dritz's article.

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BOOK REVIEWS

CONSERVING MARRIAGE AND THE FAMILY, by Ernest R. Groves. Macmillan. $1.75.

PROFESSOR GROVES HAS WRITTEN A book that will be of real help to the many persons whose marriages show the strains of wartime living. The approach of this book is personal and functional, rather than academic. The scope is that of a step by step consideration of the recognized and unrecognized motives for divorce. The language is simple and straightforward. With the sympathetic insight so characteristic of him, Dr. Groves takes the questioning partner through the process of understanding the doubts and certainties leading to divorce. Whether divorce is the final outcome or not, the decision will be the wiser for the experience outlined by the author.

Some sophisticated persons may criticize certain areas of the book as overly simplified. Scholars with little contact with people in marital distress will be unlikely to quote from the pages of this unpretentious little volume. But the man in the street and his wife, and perhaps the counselor to whom they turn in their unhappiness, will read with interest this timely book. EVELYN MILLIS DUVALL

Director, The Association for Family Living, Chicago

FEDERAL GRANTS FOR VOCATIONAL REHABILITATION, by Mary E. MacDonald. University of Chicago Press. $2.50.

FEDERAL GRANTS FOR VOCATIONAL REhabilitation of the physically handicapped began with concern for the soldiers disabled in the first World War. The latest legislation by Congress for this purpose was stimulated by the present crisis and was enacted in 1943. This book deals with the beginning and development of the interest on the part of the federal government in this problem during the intervening years.

In attempting to survey the history of federal grants-in-aid for the rehabilitation of the physically handicapped, the author has undertaken one of those often thankless, but necessary, tasks of compiling the legislative history of a developing social service. It has been a laborious effort, and the volume produced is in no sense "a best seller." It is an important document, however. It brings this history together into one volume; it undertakes to show the inadequacy of what has been done so far and to indicate lines along which future developments should move. The treatment is exhaustive, and the book will be useful to students of the problem in legislature and in various schools and colleges.

The author makes it clear that that which has been done has fallen far short of what ought to have been done. One can agree with this conclusion. The waste of human material due to physical handicaps is very great indeed, and we have only made a beginning in what has been done so far to eliminate this waste.

Her treatment shows the interplay of interested groups in seeking to control this needed social service. The efforts of the veterans organizations to keep control of the rehabilitation of the servicemen delayed the inclusion of the civilian handicapped in a federally aided program. The interest of the government in rehabilitation began with the proposal to do something for the men who had been hurt in the first World War. It was only slowly that the government was aroused to helping the large group of industrially handicapped men and women. The author recognizes but does not give as much weight as she might to public inertia toward the industrially handicapped as one of the reasons for the inadequate treatment they have received.

She lays more stress on the point that vocational rehabilitation has suffered from being part of the vocational educational program of the federal government and of the states, and that the "educators" have not been as interested in it as they should have been. She also criticizes the professionals who work in the field of vocational rehabilitation for their lack of leadership and vision. She does not say who should have been responsible for the program, though she clearly implies that a labor or welfare office would have been a more logical choice.

It is perhaps unfair to judge what might have happened if things had not happened as they did. The federal government's interest began in refitting disabled soldiers for vocational life. It was logical, therefore, for its service to disabled civilians to be related to vocational education, especially as the vocational education program had developed a nationwide promotional and supervisory machinery, and there was at that time no comparable nationwide governmental agency to which the new program could have been assigned.

This the author clearly shows, while deploring the fact that it happened so. This critical attitude in what is otherwise a masterly presentation of factual material is a minor weakness. A greater weakness lies in the length of the volume; the story is told in too many words. In the opinion of this reviewer, it would add greatly to the value of the book as a work of reference if it were cut in half.

Wells College J. H. BENTLEY

BREAD UPON THE WATERS, by Rose Pesotta. Dodd, Mead. $3.

ALMOST A WHOLE GENERATION OF WORKers will have received the benefits of trade union organization during this war period without having marched on the picket line, or felt the club of the policeman, or shivered in the cold while distributing leaflets in a union organization campaign. For many of these workers, the story which Rose Pesotta, the former vice-president of the International Ladies Garment Workers Union, tells in her readable and interesting presentation of a decade of organization work for her union, will be new. Her first assignment, that of organizing the Los Angeles dress industry, at the time a notorious open-shop community, is a tale of the heartaches, the boundless expenditure of energy, and the frustrations involved in organizing foreign-language groups.

"We want a strike," said Carmela. "We want to picket our shop."

"Have you ever been on a strike before?" I asked.

"No, but if others can go out and win . . . why can't we?"

"They say the NRA is back of us. What is the NRA?"

These are the questions which were asked of Rose Pesotta in Los Angeles and San Francisco; when she attempted to organize the Chinese workers; in Puerto Rico, when she carried on organization work there; in Seattle; and in Akron, Ohio, where she was loaned to help in the organization of the rubber workers.

"Bread Upon the Waters" is a vivid description of a dramatic period in the American Labor Movement—the period of the early phases of the New Deal. One might even say, it is the biography of the union during that period of American history which is frequently called the Labor Movement's "coming of age." It is the story of workers building a union at a time when the federal government was most sympathetic to union organization and when, presumably, the NRA, the Wagner Labor Relations Act, and the Social Security Act were passed in order to help labor achieve some of its democratic rights in the economic field. This is a good book. It is a book filled with humor and pathos, and it should take its

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place on the shelf along with Louis Adamic's "Dynamite" and McAllister Coleman's "Men and Coal," a book which helps you understand the psychology of workers and the economics of their union. THERESA WOLFSON

Professor of Philosophy
Brooklyn College

WHAT THE NEGRO WANTS, edited by Rayford W. Logan. University of North Carolina Press. $3.50.

AS CONTEMPLATED BY THE SPONSORING publishers, this collection of essays by fourteen leaders of Negro thought and action was to have been a spectrum-spread of contemporary racial opinion from social right to left and from academic blue to market-place brown (or red). In actuality, it turns out to be a striking and startling consensus of opinion, exhibiting what is almost a unanimity of minority feeling, expectations, and demands. Well-informed students are not surprised at this narrow margin between maximal and minimal wants, for they have known for a long time that such psychological closing of the minority ranks was in the making. Already pretty well consolidated, the thinking of American Negroes and, to some degree, that of the leaders of opinion in the non-white world, has been sharply focused by the effect of the war as it has thrown into ever sharper relief the moral commitments of democracy for the fair and just treatment of all minorities.

This is the central theme of the book, echoed in a dozen inflections with essentially the same import, and carried through with detailed variations and elaborations in the areas of political and civil rights, equality in educational and labor democracy, equality before the law, common access to the use of public facilities, equitable work conditions and opportunities, cultural participation and acceptance, freedom from social insult and caste status. It should be clear, so far as the evidence of this book goes, that what the Negro wants, in the apt words of Professor Logan, the editor, is "first-class citizenship." And most of the contributors would add: by right, not by concession, as a matter of justice even though out of increasing, critical expediency, and *now*. A few of the authors, recognizing the nature of social change, anticipate process development, but even they want program commitments not unstable concessions and substantial not token payments.

Intelligent readers will inevitably take away the definite impression that, however divided the majority mind may be on the race question, the minority mind is practically unanimous, and is militantly toned and set. Nor is this merely minority bluff or bravado; these analysts, from the vantage point of minority insight into the dilemma of democracy, see clearly the ever-increasing self-contradictions in which, unless consistency of democratic practice and theory is realized, America will be nationally and internationally involved.

This majority dilemma is itself well illustrated by the fact that instead of accepting this unanimity, obviously unplanned, on the part of such a diverse group of minority spokesmen and calling it to public attention, Mr. W. T. Couch, the publisher's editor, feels called upon to play the "devil's advocate" and register what he believes to be typical and weighty majority reservations and dissent. In doing this, Mr. Couch undermines the liberal tradition of his own progressive, constructive Press. He has the further temerity to challenge certain objective and generally accepted conclusions of Myrdal's "An American Dilemma," both on the subject of this fundamental moral inconsistency and on its verdict that segregation is an undesirable and increasingly unjust and troublesome expedient as a policy of race relations. Mr. Couch's position on these points rests on the undemocratic thesis that the majority is final judge of itself by virtue of its power position and is subject only to the benevolence of its own conscience or self-reform.

Besides presenting a doubtful theory of democracy, which has always been based on the principles of certain universal rights and the obligation to protect all individuals and thus any minority in such common rights, Mr. Couch has overlooked the fact that these rights are vested neither in the majority nor the minority as such, but in individuals, whether of the one or the other. Legal segregation, for example, as well as denying democracy to the Negro minority, infringes on the freedom of those majority persons who wish to exercise their right of free personal association. And so, the hypothesis of the "solid majority" breaks down from within. Indeed, this hypothesis is a pale substitute and a polite rationalization of the old traditional "solid South" sanction. Fortunately for the chances of change in our current practices of racial discrimination there is, even in the South, less and less of a psychologically solid "white majority" mind and policy. Many signs, like those of awakening labor and agrarian groups cutting across traditional race cleavages, promise pivotal reformings of older group alignments—in some cases breaking the old "majority" down by the creation of new majorities; in others, threatening it with an overbalancing coalition of minorities.

In spite of this inauspicious publisher's send-off, the book is a timely and valuable guide for the general reader in the present critical turn of American race relations. The North Carolina Press, the editor, and the authors are to be congratulated upon a realistic, enlightening public service. ALAIN LOCKE

Professor of Philosophy
Howard University

PROCEEDINGS OF THE NATIONAL CONFERENCE OF SOCIAL WORK. Selected Papers, Seventy-First Annual Meeting, Cleveland, Ohio, 1944. Columbia University Press. Price $5.

MOST STRIKING PICTURE EMERGING from these selections from the 1944 National Conference is a view of the widening responsibilities and opportunities of social work.

In her scholarly opening address, Elizabeth Wisner, president of the conference, introduces a theme, recurrent throughout the book: "It is clearer to us now than it was in 1918 that our health and welfare services are inextricably bound up with the kind of political and economic order which lies ahead." Her statement is reinforced by papers reflecting ever-increasing concern with the postwar world—the social work concepts and methods to be evolved; how a stable economy might be achieved; what social responsibilities might devolve upon labor. Some are concerned with more immediate problems and services, which might also be expected to be a part of the postwar scene: relief and rehabilitation and international migration, and the agencies, governmental and voluntary, developing to meet them. Summaries of the wartime experiences of the United Service Organizations, the American Red Cross, the United Seamen's Service, are also included.

Papers concerned with the strong backbone of governmental welfare services scrutinize federal-state relationships, and suggest needed amendments to the Social Security Act. The prod to community organization brought by the war is also analyzed.

The farsighted orientation of the 1944 conference papers stands out boldly when they are compared with the papers of the two regional conferences held in 1943, which were largely devoted to hewing out policies for the use of social work skills in coping with national dislocations.

The 1944 Proceedings includes, of course, papers on specific case work, group work, and administrative problems and methods, and a review of professional training processes. But the reader seeking presentation of tried and true techniques will be unable comfortably to keep within so narrow a groove. He will find himself pulled beyond it—stimulated to a consideration of the immeasurably broad "future for social work."

LOUISE DICHMAN

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